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Descriptors-*Agency Role, Demonstration Programs, Experimental Programs, Federal State Relationship, *Interagency Coordination, *Manpower Development, Program Administration, Program Coordination, *Program Descriptions, Program Development, Program Evaluation, *State Agencies

Identifiers-*Iowa State Manpower Development Council, Manpower Development and Training Act Programs, MDTA Programs

The Iowa State Manpower Development Council was established as an experiment in local coordination of federal, state and community manpower programs. Shifts in the occupational and industrial attachment of workers and heavy out-migrations of workers from rural to urban areas underscored the importance of human resource development. The major goal of the Council was to develop an active, cohesive and comprehensive system of human resource development through the five functions of coordination, technical assistance, liaison, information, and innovation. Some major activities promoted by the Council were: (1) surveys of manpower needs and resources, (2) youth programs, (3) mobility projects, (4) institutional training programs, (5) on-the-job training programs, (6) older worker programs, (7) community action programs, (8) physical, mental and social handicapped prevocational counseling centers, and (9) job vacancy survey. The organization of the Council includes the three major divisions to handle Experimental and Demonstration Programs, Program Development and Technical Assistance, and Human Resources Planning. The narrativ e contains a discussion of the experimental and demonstration programs conducted, programs developed, utilization of the Council, and a review and evaluation. (DM)

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# THE MANPOWER DEVELOPMENT COUNCIL

## STATE OF IOWA

DIRECTORS:

**JOHN M. ROPES**
**EDWARD B. JAKUBAUSKAS**

VT008080

# THE MANPOWER DEVELOPMENT COUNCIL, Final Report.

# STATE OF IOWA

PROJECT NUMBER: 82-14-65

DIRECTORS

FIRST PHASE OF THE CONTRACT
EDWARD B. JAKUBAUSKAS

SECOND PHASE OF THE CONTRACT
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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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# NOTICE

This final report of a Special Manpower Project was prepared under a contract with the Manpower Administration, U. S. Department of Labor, under the authority of the Manpower Development and Training Act. Organizations undertaking such projects under Government sponsorship are encouraged to express their own judgment freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor.

# SUMMARY

## THE MANPOWER DEVELOPMENT COUNCIL

## STATE OF IOWA

Expansion of federal manpower programs and the involvement of numerous federal, regional, state and local agencies has created a need for new organizational approaches in program coordination. One unique response was the establishment of the Iowa State Manpower Development Council as an experiment in local coordination of federal, state, and community manpower programs.

Another factor involved in the impetus for the establishment of The Council developed through the mutual needs of Iowa and the U. S. Department of Labor. The importance of human resource development for Iowa was underscored by the rapidity of change in the structure and deployment of the state's labor force; heavy out-migrations of workers from rural to urban areas as well as dramatic shifts in the occupational and industrial attachment of workers.

From the point of view held by the U. S. Department of Labor, Iowa's problems of manpower and human resource adjustment were felt to be a microcosm of problems faced by agricultural states in the Midwest which were emerging as centers of manufacturing activity. In relation to the adjustment process of rural-farm states in the nation as a whole, the farm labor force itself had declined by 4½ million or 45% over the last 25 years, and projections had indicated that only one of every fifteen youths on farms could be employed in farming over the next 20 years.

Numerous agencies were involved in program segments related to the changing nature of the state's employment structure, but major responsibility was vested in the Office of the Governor. Yet no provision had ever been made for implementing the Governor's responsibility in this area, either with an agency directly responsible to him, or with technical services which would cut across traditional and autonomous agency lines.

The need for a new design of relationships between federal agencies and the Chief Executive of state government became apparent. That this design be experimental was a necessity.

As a federally-financed unit of state government, operating out of the Governor's office, organized to "promote the fullest possible use of human resources of the State of Iowa through a coordinated multi-agency approach taking into consideration all facets of social, economic, governmental, and educational development"; the broad goal of the Council is to develop an active, cohesive, and comprehensive system of human resource development for Iowa. This is to be accomplished through five functions which were identified as:

I. Coordination
II. Technical assistance
III. Liaison
IV. Information
V. Innovation

## PART I - PROJECT PHASE I

### Organizational Structure of the Manpower Development Council

The initial structure of the Council provided for five major branches as follows:

I. Research
II. Higher Education
III. Disadvantaged and Handicapped

IV. Vocational Education and Training
V. Rural Manpower

(Note) A Special Projects Branch was later added to deal with a broad range of human resource programs.

STAFF

Each branch was headed by one senior manpower specialist except the Disadvantaged and Handicapped branch which was directed by two. Also, provision was made for the training of "junior specialists" in the manpower field to be prepared for use as senior staff in the Council's work or with other manpower agencies in the future. The plan was to have a senior manpower specialist work with a functional cluster of agencies in his area carrying out the mission of coordination, technical assistance, liaison, information, and innovation.

Program Activities of the State Manpower Development Council

The functions of the Council were not confined to preconceived or traditional patterns of thought in manpower development. Moreover, existing functions of state agencies were not to be duplicated by the activities of the Manpower Development Council. Great emphasis was placed upon innovation as well as on novel approaches to the solution of manpower problems in Iowa. Some of the activities promoted by the Council included:

Surveys of Manpower Needs and Resources
Youth Programs
Mobility Projects
Institutional Training Programs
On-the-Job Training Programs
    Relocated to job development
    and economic development.
Older Worker Programs
Community Action Programs
Physical, Mental and Social Handicapped
Pre-Vocational Counseling Centers
Job Vacancy Survey

## Dynamics of Operation

Initially, to implement the program activities of the Council, as well as to train staff members in all areas of manpower development, a three-stage plan was developed:

1. The generation of project ideas from the Council after various training seminars had been held. These ideas included all suggestions made by staff members based upon their initial training, and their judgment of the specific needs within their assigned branches.
2. If determined worthwhile by the Council staff, the project ideas were assigned to individual staff members for fuller development.
3. For long range planning purposes, a human resource development plan would emerge for the state and these specific projects would fit within the general planning framework.

   Ideas were developed and projects were initiated which would lead to a human resource plan encompassing all functions and activities of the various public and private state agencies. The end product of all operations was, of course, the full development of the state's human resource potential.

## PART II - PROJECT PHASE II

Part II of this report is devoted to covering the Manpower Development Council's operating period from September, 1966 to the present. Emphasis is placed on activities after May 1, 1967, beginning with reorganization of the Council.

The broad range of programs the Manpower Development Council has either initiated, or participated in, within the past three years has made it necessary to re-define and clarify its responsibilities and types of activities.

A new organization chart for the combined Manpower Development Council and Iowa Office of Economic Opportunity was developed in October by the Council's Planning Specialist. A copy of the chart is included in this report.

The three divisions and responsibilities within the organization are as follows:

1. Division of Experimental and Demonstration Programs.
   This division administers the direct service programs of the Manpower Development Council which are experimental and demonstrative in both methods and organizational structure, for the delivery of manpower services.
2. Division of Program Development and Technical Assistance.
   The Technical Assistance Division will assume the responsibilities of providing assistance to Community Action Agencies and other public and private agencies. Also involved in this division are projects developed at the request of the Governor's office.
3. Division of Human Resources Planning.
   This division works in close cooperation with the State Office for Planning and Programming in providing leadership to the Cooperative Area Manpower Planning System

(CAMPS) in Iowa.

This division also maintains liaison with the Governor's Manpower and Vocational Education Advisory Committee and the State Technical Action Panel of the U. S. Department of Agriculture.

Three major factors influenced the direction of the Council during the second phase of the contract.

The first was the reinforcement of the idea that the organization was less important than the ability to (1) identify needs (2) direct correlation of need to possible program solutions and (3) extend every effort to insure needs are being met by the program.

Functioning as outlined above dictates two other needs -- flexibility of organization and versatility of existing staff. Narrow specialized areas and restricted duties are undesirable in accomplishing the Council's objectives.

During this period, funds from other sources (State and Federal) were made available and utilized by the Council.

Examples and explanations of specific experimental and demonstration programs are enumerated in Part II, Chapter II.

The last chapter of this section deals with a self-evaluation of the second phase of the program as well as an evaluation of the overall project.

Problems encountered during both Phase I and Phase II of the project are related throughout the report.

Each phase is summarized and recommendations based on both directors experience with the project are included in the summaries.

States interested in setting up a similar project will be interested in the evaluation and recommendations found in Part II, Chapter V. A model bill is included, along with staff requirements and budget recommendations.

# PART I

# THE MANPOWER DEVELOPMENT COUNCIL

## STATE OF IOWA

Expansion of federal manpower programs and the involvement of numerous federal, regional, state and local agencies has created a need for new organizational approaches in program coordination. One unique response was the establishment of the Iowa State Manpower Development Council as an experiment in local coordination of federal, state, and community manpower programs.

As a federally-financed unit of state government, operating out of the Governor's office, organized to "promote the fullest possible use of human resources of the state of Iowa through a coordinated multi-agency approach taking into consideration all facets of social, economic, governmental, and educational development"; the broad goal of the council is to develop an active, cohesive, and comprehensive system of human resource development for Iowa. This is to be accomplished through five functions which were identified as:

I. Coordination

II. Technical assistance

III. Liaison

IV. Information

V. Innovation

# INTRODUCTION

## The National Setting

The period from 1961 to 1965 was truly an impressive one in terms of inaugurated or expanded federal legislation. In 1965, an inventory of federally-assisted manpower development programs compiled by the Department of Labor listed 34 laws which were relevant for job training alone.[1] Another inventory published by the U.S. Office of Economic Opportunity listed over 250 federal programs affecting low-income individuals and communities.[2]

Beyond training and poverty programs, there were numerous health and welfare measures affecting the development of human resources in many diverse ways.

The rapid increase in the number of federal programs was paralleled by a growing level of federal expenditures in this area.

The federal administrative budget for fiscal 1965 for health, labor and welfare totaled $5.8 billion. In fiscal 1966 this grew to $8.3 billion, and estimates for fiscal 1967 were virtually double that of the 1965 figure--estimated at $9.9 billion. In addition to this, the education budget grew over the comparable period from $1.5 billion in 1965 to $2.3 billion in 1966, and an estimated $2.8 billion in fiscal 1967.[1]

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[1] Inventory of Federally-Assisted Manpower Development Programs, U. S. Department of Labor, August 24, 1965, mimeo.

[2] Catalog of Federal Programs for Individual and Community Improvement, U. S. Office of Economic Opportunity, December 15, 1965.

At the federal level, both the congressional and Executive branches of government raised the issue of coordination of newly-established programs, indicating a strong concern. One congressional subcommittee even considered the establishment of a "Council of Manpower Advisors."[2]

This concern for program coordination at the federal level led to the establishment of the "President's Committee on Manpower," and, in the education field, the "Federal Interagency Committee on Education." A third source of coordination emerged with the formation of the "Economic Opportunity Council" under the aegis of the Office of Economic Opportunity.

## The State-Local Setting

If the scene at the federal level appeared to be complex, the situation at the state and local level was truly bewildering. Federal agencies had developed a close working relationship with counterpart state agencies. Jurisdictional disputes at the federal level were superimposed and magnified at the state level. A number of federal agencies operated branch offices at the state and regional levels (Bureau of Apprenticeship and Training) and others at the regional level with some control over state offices (Bureau of Employment Security).

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[1] President's Budget Message to Congress, January, 1966.

[2] R. Thayne Robson and Garth L. Mangum, "Coordination Among Federal Manpower Programs" in, Fredrick H. Harbison and Joseph D. Mooney (editors) Critical Issues in Employment Policy: A Report of the Princeton Manpower Symposium, Princeton University, May 12-13, 1966, Page 134.

Given a weak tax base in many states (and often a "weak Governor" system) state agencies looked to federal sources for funding and direction. A "patch-work" of competing, and often conflicting, programs emerged at the state level. At the same time, a host of federal programs had not been utilized by various states.

## A Federal-State Experiment in Program Coordination

The need for a new design of relationships between federal agencies and the Chief Executive of state government became apparent. That this design be experimental was a necessity.

In the Spring of 1965, federal officials from the U. S. Department of Labor and the State of Iowa met to discuss the emerging problems of federal-state relations in the manpower-human resource field.

The result of these initial discussions was the establishment of a federally-funded unit of government, structurally located in the Office of the Governor, directly responsible to the Chief Executive, to promote and insure the greatest utilization of Iowa's human resources.

Thus, on June 18, 1965, the Iowa State Manpower Development Council was created as an organizational experiment designed to explore solutions to the growing problems of federal-state-local relations in the manpower/human resource field and to explore the feasibility of operating such a unit of state government directly responsible to the Chief Executive of the state.

# PART I

## Chapter I

## Mission and Organization of Manpower Development Council

### Why was the Manpower Development Council Established?

The impetus for the establishment of The Council developed through the mutual needs of Iowa and the U. S. Department of Labor. The importance of human resource development for Iowa was underscored by the rapidity of change in the structure and deployment of the state's labor force; heavy out-migrations of workers from rural to urban areas as well as dramatic shifts in the occupational and industrial attachment of workers.

While numerous agencies were involved in various segments of programs related to the changing nature of the state's employment structure, major responsibility was vested in the Office of the Governor. Yet no provision had ever been made for implementing the Governor's responsibility in this area, either with an agency directly responsible to him, or with technical services which would cut across traditional and autonomous agency lines. Considering the vast expansion of legislation by the 89th Congress, a new structure was clearly needed to inform and advise the Governor's office on federal manpower and human resource development programs.

From the point of view held by the U. S. Department of Labor, Iowa's problems of manpower and human resource adjustment were felt to be a microcosm of problems faced by agricultural states in the Midwest which were emerging as centers of manufacturing activity. In relation to the adjustment process of rural-farm states in the nation as a whole, the farm labor force itself had declined by 4 1/2 million or 45% over the last 25 years, and projections had indicated that only one of every fifteen youths on farms could be employed in farming over the next 20 years.

Numerous other conditions were noted. For example, while 40% of the males now employed in agriculture were estimated to be destined for migration out of farming in the next decade, the rate projected was as high as 75% for those in the 15-24 age group, and as low as 1% for those in the 45-65 age group.[1]

The implications of these changes for Iowa, and for states having similar adjustment problems, were obvious--innovative and imaginative approaches were required to concentrate all of the available resources of states and local communities in dealing more effectively not only with these changes, but also with the ensuing problems caused by change.

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[1] Earl O. Heady and Luther G. Tweeten, Resource Demand and Structure in Agricultural Industry, Iowa State University Press, Ames, 1963, p. 481.

Federal programs, enacted to deal with national and more global aspects of human resource problems, had to find more meaningful application at the local level in terms of concrete, specific, local needs. In a sense, the separate federal programs were analogous to the separate strands of thread in a fabric--a pattern could emerge only if the separate strands could be woven into a meaningful fabric. To be meaningful, this fabric had to be based on the specific needs of local and state communities.

The mission of the Manpower Development Council was to weave the separate strands of federal and state programs into this meaningful fabric--a fabric that would provide greater opportunity for the underpriviledged individual to make fuller utilization of his skills and abilities which, in turn, would hopefully lead to greater life satisfactions.

## The Need for a State Coordinating Unit in Iowa

The Manpower Development Council was established in Iowa largely due to the initiative of Governor Harold E. Hughes. His action in establishing the Council was based on the current state level setting.

Many existing departments at the state level tended to perpetuate the imbalances of federal programs as these were applied to local communities and to the state. Even the more efficient state agencies (and some were poorly staffed and organized) had limited views of their respective missions within the broad area of human resource development. Operating virtually autonomously from the Office of the Governor, individual agencies tended to over-emphasize a particular mission (related to the primary mission--education, welfare, job training, placement, industrial development, etc.) to the exclusion of other aspects of human resource development. Often this restricted view was further aggravated by a filial relationship to a particular federal agency or program. In some cases a conflict situation developed as various branches and divisions within the federal hierarchy found "allies" or "foes" within departments of state government.

Beyond these factors (and of greatest significance to Iowa) the two most important factors leading to the establishment of the Manpower Development Council were: (1) the inability of these state agencies to coordinate programs on a multi-agency level, and (2) the ability of state agencies to circumvent the Governor's office in developing programs by working closely with counterpart federal agencies.

## Scope and Responsibility of the Manpower Development Council

Although the Council was to operate with federal funds during the initial trial period, the actual direction of the work was to be wholly in the hands of the Governor of Iowa. Unlike many other units of government, the Council would carry out policies and procedures as directed by the Chief Executive of the State.

In its broadest terms, the Council would be concerned with all aspects of human resource development of the state's population.[1] This was to include:

1. The development of the skill level of potential and current members of the labor force;
2. The more effective utilization of existing skills of both active and retired workers;
3. The conservation or maintenance of skill levels through the elimination of barriers to the development and utilization of skills.

Target groups for the Council's operations were (1) potential entrants to the labor force, (2) those currently in the labor force (but either unemployed or underemployed) and (3) older workers who were retiring or planning to retire from the labor force.

The three components or general goals of the Council (development, utilization, and conservation of human resources), in turn included numerous aspects relating to the world of work. The following were typical activities within each component:

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[1] An article which was of great assistance in planning programs and operations of the Manpower Development Council was, "Critical Issues in American Manpower Policy and Practice," by Frederich Harbison, Proceedings of the Seventeenth Annual Meeting of the Industrial Relations Research Association, December, 1965.

1. Manpower development
    - a. Process of skill acquisition
    - b. Knowledge and capacity for work
    - c. Vocational education, including those aspects of general education which bear upon preparation for the world of work
    - d. Skill development on-the-job; formal, and informal training programs, and
    - e. Classroom training
2. Utilization of manpower
    - a. Matching the workers to the right work situation
    - b. Facilitating geographical mobility
    - c. Facilitating industrial and occupational mobility for highest use-value of workers
    - d. Developing more efficient job vacancies information systems
    - e. Promotion of more effective motivation among workers
3. Maintenance (conservation) of manpower
    - a. Elimination of discrimination barriers to manpower development (sex, race, age, creed, etc.)
    - b. Elimination of physical and mental barriers which operate as impediments to development and utilization of manpower
    - c. Improvement of social security systems (unemployment compensation, medicare, retirement, etc.) which would provide for more meaningful withdrawal systems for workers

d. Preservation and renewal of man's capacity for work

## Toward a Dynamic Human Resources Program for Iowa

Given the three goals outlined above, as well as their subdivisions, the mission of the Council became one of designing and implementing an active, comprehensive, cohesive, human resource development policy for Iowa.

An action-oriented policy was necessary in order to develop an "out-reach" system to more adequately serve the needs of the rural population of the state as well as various target groups within the growing urban centers of Iowa.

## A Comprehensive Human Resource Development Policy

It is not enough to operate a labor exchange system. A progressive policy had to be developed involving all state agencies as well as private groups involved in various aspects of manpower. In turn, the separate programs of the various state and federal agencies had to be woven into a cohesive pattern with linkages developed in the various activities of state, private, and federal agencies. This cohesive policy should involve a strategy of operation that link together such programs as basic education, institutional training, on-the-job training--all of which lead to job placement. Often, the policies of the various departments had been carried out with little attention to the questions bearing upon a cohesive manpower program. Beyond this, and most important of all, a comprehensive human resource development policy was needed to encompass all programs and activities directly related to (and involving) the development, maintenance, and utilization of the labor force.

## Human Resource Planning System

A system of planning had to emerge at the state level which placed human resource development policies within the core of the state's general planning activities. Previously, the manpower policy had been viewed as simply a derivative of other policies. In this area, the goal of the Council was the placement of manpower planning directly into the center of economic, social, and political programs of the state to make it an essential focus of concern in Iowa. In carrying out this mission, the Council was not to duplicate existing functions or activities of established public and private agencies. In fact, the council's priority goal was to enhance and make more effective the work of other agencies.

## Inter-Agency Coordination/State Level

Manpower and human resource development programs were to be placed within the general context of economic and industrial development of Iowa. The work of the Manpower Development Council was to be closely coordinated and tied in with the work of the Iowa Development Commission and other agencies in promoting new industrial activity in Iowa. It was also to be coordinated with the work of the Department of Public Instruction in planning new educational programs. It was to be tied in closely with the work of unions in establishing new apprenticeship programs as well. These were only a few of the agencies that were eventually involved in the work of the Manpower Development Council.

## Major Functions of the Manpower Development Council

To develop an active, cohesive, and comprehensive program of human resource development for Iowa (and to promote the development, utilization, and conservation of manpower), five major functions were identified for the Manpower Development Council:

I. Coordination
II. Technical Assistance
III. Liaison
IV. Information
V. Innovation

### I. Coordination

The function of coordination was to develop programs for common action and movement among public and private agencies. Very briefly, it was to concentrate all of the resources available in Iowa in developing active, comprehensive, and cohesive manpower programs with the mission of furthering the utilization, conservation, and development of, manpower. An important aspect of the work of the Council in regard to coordination was the procedure developed to cut across agency and departmental lines. As much as possible, program development of the Council was to be multi-agency in terms of operation, bringing together two or more agencies in the development of programs.

## Resources Utilized

Federal resources were to be used, but it was felt that resources were also available throughout local and state communities for use in the development of programs. A corollary of the coordination function was that programs would be developed in terms of linkages. One program would be tied in and closely related to other programs as they were being developed, rather than to develop these in separate and isolated compartments. To develop better coordination, meetings were to be scheduled in the various departments engaged in seeking to develop common courses of action.

## II. Technical Assistance

The Manpower Development Council was to offer its services to private and public agencies in the development of their manpower and skill development programs. Technical assistance would be available to all organizations involved in manpower or human resource development programs--colleges, universities, other state agencies, business associations, and unions.

Technical assistance involved help in the writing of project proposals, and the provision of expert and swift assistance in program development. Guidelines of various federal manpower programs were made available where requested. The Manpower Development Council would assist in writing proposals and carrying these through to regional or national offices when necessary. It was emphasized that this was to be an assistance program and that the Council would not perform all of the tasks by itself. The Council was to assume an active stance in this particular function; it was not merely to be a technical project writing group, but rather it would consider long-range planning goals of other agencies involved in particular areas of work. In general, if project proposals were not inconsistent with the policies of state government or other state agencies, the Council would lend its assistance.

## III. Liaison

Closer working intergovernmental relationship(s) were envisioned between local, state, and federal agencies. It was important that state agencies be aware of the ideas and programs that were being planned at the federal level, and that knowledge of these programs be made available on an immediate basis to those at a state level who could profit by it. Much misunderstanding and contradiction in federal programs could be eliminated if a close, working relationship could be developed by state officials and their counterparts in regional offices as well as in Washington.

## IV. Information

Beyond questions of coordination, technical assistance, and liaison, a better working knowledge of programs had to be made available to the state and local organizations. Also, knowledge of potential federal programs as they were developing in congressional committees was useful to agencies in Iowa.

Another aspect of the information program involved the dissemination of information to individuals of the labor force in the state of Iowa. Information was provided on career opportunities for youth, MDTA programs, as well as job opportunities emerging in the state.

For the Governor of the State, an informational system had to be devised to acquaint him, as Chief Executive, with the detailed operations of state agencies, federal agencies, and any others involved in all the manpower development areas.

To design better informational systems, all available communication media were to be utilized, including the press, television, and radio, as well as the development of a separate newsletter which was to be published by the Council itself.

## V. Innovation

A major function of the Council was the development of new, innovative and imaginative programs. The generation of new ideas and programs was encouraged among staff members as well as from others in state and private agencies.

# PART I

## Chapter II

### Actual Formation of the Manpower Development Council

As indicated in Chapter I the Iowa State Manpower Development Council was established: (1) to provide a model coordinating manpower agency at the state and local level which would develop information for federal policymakers regarding more effective organizational structures in meeting manpower/human resource problems of states and local communities; and (2) to meet the needs of the Governor of Iowa for more effective coordination of state manpower agencies.

The essential ingredients of this new unit of state government were to be:

1. A comprehensive approach which would be concerned with:
    a. Barriers to training and employment
    b. The training and placement process
    c. Eventual withdrawal from the labor force through retirement
2. Emphasis upon programs which would involve the resources of all existing state departments
3. Direct responsibility to the Governor of the State.

Therefore, the Manpower Development Council was to be concerned with all the complexities of man in the world of work, and all of the organizational intricacies of local, state, and federal government.

The Council's formation would then be shaped by a blending of forces representing the current nature of federal manpower programs, present and future state needs, and the most advanced knowledge of the professional disciplines concerned with human resource development.

The original plan formulated in early 1965 called for the establishment of an "Iowa Manpower Commission" which would have utilized staff, space, and resources of existing agencies. A staff member official in each agency would have reported directly to the Governor. This initial format was replaced by a plan which called for the establishment of an autonomous unit of state government with separate personnel and facilities.

## Organizational Structure of the Manpower Development Council

The initial structure of the Council provided for five major branches as follows:

I. Research
II. Higher Education
III. Disadvantaged and Handicapped
IV. Vocational Education and Training
V. Rural Manpower

(Note) A Special Projects Branch was later added to deal with a broad range of human resource programs.

Each branch was headed by one senior manpower specialist except the Disadvantaged and Handicapped branch which was directed by two. Also, provision was made for the training of "junior specialists" in the manpower field to be prepared for use as senior staff in the Council's work or with other manpower agencies in the future. The plan was to have a senior manpower specialist work with a functional cluster of agencies in his area carrying out the mission of coordination, technical assistance, liaison, information, and innovation.

## Branch Activities

### I. Research

The mission of the Research branch was to work with a cluster of organizations involved in various aspects of manpower research. The senior specialist hired for this branch performed the following duties:

1. Make surveys on labor supply and demand
2. Work on analyses and evaluation of agency programs and resources
3. Identify problem areas
4. Determine research needs and resources in applying research findings to the resolution of manpower problems

Research reports from governmental, university and private research groups were to be made available to users and policy makers;

new research needs identified, and projected potential research projects developed for the future. The original project plan indicated that the specialist heading up this branch would preferably be a labor economist who would work with such organizations as the Research Coordinating Unit of the Department of Public Instruction, the Bureau of Business and Economic Research of the University of Iowa, and research groups at Iowa State University in Ames.

The Research branch was to provide leadership to all research organizations in identifying future research needs and in implementing research findings in the development of manpower policy for the state.

## II. Higher Education

The mission of the Higher Education branch was to develop the highest levels of talent within the state's labor force. Working closely with colleges and universities in the state, the Higher Education branch assignments included:

1. Development of unique training programs
2. Identification of those with talent and potential for higher levels of performance in the professional and managerial segment of the state's labor force
3. Analyze Iowa's current utilization of the available federal programs designed to enhance the development of higher education within the state in both the public and private colleges.

## III. Disadvantaged and Handicapped Branch

The Disadvantaged and Handicapped branch was established to work in two related areas. One specialist within this branch was assigned to work with the Board of Control and some of the Board of Regents' institutions in designing new programs for meeting the needs of those who are institutionalized as well as those who require some degree of institutional care. The target groups for this specialist included the mentally ill, the mentally retarded, those in jails, prisons, and correctional institutions, those in the juvenile homes of the state and the many individuals requiring occupational and physical therapy. Typical agencies working closely with this specialist, in addition to the Department of Social Services (formerly Board of Control) and the Board of Regents' institutions, included Department of Vocational Rehabilitation, private agencies involved in various health and welfare activities, and the Iowa Industrial Commission.

A second specialist operating in the Disadvantaged and Handicapped Branch was concerned with the development of programs for those unable to develop their full potential in the labor force due to various social restrictions. These stemmed largely from problems of racial and other types of discrimination. He was assigned to work with the Iowa Civil Rights Commission, the Human Rights Commission of various cities in Iowa, the NAACP, and other minority group organizations.

Both specialists were concerned with eliminating pre-training problems which prevented individuals from having full access to training and employment opportunities.

## IV. Vocational Education and Re-training

This branch was assigned the development of skilled and technical manpower in the state, working closely with the Employment Security Commission, the Department of Public Instruction, and the U.S. Bureau of Apprenticeship and Training. Its mission was to make available the full utilization of federal and state programs to develop a skilled and technical labor force. A high priority goal was to implement the On-the-Job Training program of the Manpower Development and Training Act. OJT programs had been virtually unknown in the state of Iowa since the 1962 enactment of federal legislation. In addition to the development of OJT contracts within Iowa, this branch was concerned with the extension of MDTA programs to minority group members and those in the institutions under Department of Social Services (formerly the Board of Control). This branch was also to work closely with private organizations such as the Iowa Federation of Labor, the State Chamber of Commerce, and the Iowa Association of Manufacturers. Federal agencies included the Economic Development Administration of the Department of Commerce, the Small Business Administration, as well as organizations concerned with economic and industrial development. The basic theory of operation for this branch was that manpower development had to be integrated and woven into the whole fabric of the state economy. Industrial development could not proceed effectively without some attention paid to the development of manpower resources.

## V. Rural Manpower

This branch was concerned with the special problems of residents of the rural sector of Iowa. A senior specialist was assigned to identify the special problems of rural farm and non-farm residents. One phase of the program was to develop more effective means of reaching out to make available training facilities and job placement information that would lead to the fullest development of those residents leaving rural areas for urban areas. For the people remaining behind, this branch was to investigate the possibilities for economic development, and to identify the relative and comparative advantages of these communities. This assignment involved working closely with state, private, and federal agencies such as the Department of Agriculture involved in rural problems and the Iowa State University Agricultural Extension Services.

## Special Projects

Finally, a Special Projects branch was concerned with the development of new, imaginative, and innovative programs working closely with the above mentioned five branches of the Council.

## Theory of Operation

As indicated above, each of the six branches operates with a cluster of public and private agencies involved in various aspects of manpower and human resource development. Each senior staff specialist functions as a coordinator in bringing federal, state, and voluntary agencies together on specific problems. The senior manpower specialist is also able to design, develop, and follow through specific plans and projects in his area of assignment.

Each manpower specialist is required:

1. To identify resources available at the state and national level.
2. To know the history, tasks, professional standing, resources, etc., of the agencies with which he works.
3. To make a survey of existing practices and programs currently available within the agency.
4. To list need priorities in the service of all segments of the state's population.
5. To effectuate a continuing liaison with other manpower personnel in associated agencies, and with the executive personnel of all manpower agencies.
6. To investigate the available resources to expedite the creation, funding, implementation and monitoring of specific projects aimed at fulfilling the purposes of this program.

Each senior staff manpower specialist has the technical knowledge and ability to understand the operations of all agencies and a cluster of related organizations working in his particular area. In turn each of the senior manpower specialists coordinates the work through the Director of the Manpower Development Council. The Director of the Council relates program developments, needs and gaps directly to the Governor for integration with the general planning policies for the state as a whole.

What is involved, therefore, in the operation of the Manpower Development Council is a complex relationship between the state and the local communities, between the state and the federal government, and among the state agencies themselves.

## Program Activities of the State Manpower Development Council

The functions of the Council were not confined to preconceived or traditional patterns of thought in manpower development. Moreover, existing functions of state agencies were not to be duplicated by the activities of the Manpower Development Council. Great emphasis was placed upon innovation as well as on novel approaches to the solution of manpower problems in Iowa. Some of the activities promoted by the Council included:

1. Surveys of manpower needs and resources. A sound factual

base was needed in order to make maximum use of state and federal resources and programs. If data existed, it had to be analyzed and re-examined in light of new legislative measures. If data did not exist or was inadequate, surveys were conducted using the resources of state and federal agencies. A manpower plan was envisioned for a two year period or longer, constructed on the basis of such analyses.

2. Youth programs. Because of (1) the high unemployment rates among youths and (2) the extensive movement of young people from the state due to an apparent lack of job opportunities, major emphasis was placed upon the employment problems of young people. The need for location of youth opportunity centers, and free vocational counseling centers to serve rural youth were given a high priority.
3. Mobility projects. Because of the imbalance of labor supply and demand, accentuated by the rural-urban nature of Iowa's economy, considerable geographic movement of workers was inevitable. The possibility of experimentation with mobility projects, placing emphasis on intra-state movement, was inherent in this situation and was one of the important considerations of the Council's work.
4. Institutional training programs. Because of the dispersion of

persons in need of training in a predominantly agricultural state, full use of the Manpower Development and Training Act was one of the major goals established by the Council. The need for basic education for adults was examined, as well as a possible 104 week period of training, linking up programs of basic education, institutional classroom instruction, and On-the-Job Training.

5. OJT related to job development and economic development. The job development program recently announced by the President calls for a concentrated thrust to develop individuals for jobs now going unfilled in service-type occupations. Hospitals, recreation facilities, repair and maintenance of farm, home, and office equipment represent widespread needs for workers.

   On-the-Job training programs were felt to be a major approach in filling these needs. A close working relationship was envisioned between apprenticeship and training officials and the Iowa Development Commission as well as the staff of the Manpower Development Council itself.

6. Older worker programs. Because of the migration of youths from Iowa, a disproportionate number of middle age and older persons were found to be in residence in many of Iowa's rural counties. Considering Iowa has one of the largest proportion

of citizens age 65 and over living in the state, programs for our older citizens became another prime objective of the Council's work. A specific need identified was the preparation of home-visit aides and hospital and nursing home aides.

7. Community action programs. In liaison with the Office of Economic Opportunity, the Council explored manpower implications of community action programs in a preliminary survey. Close cooperation was developed with the State Office of Economic Opportunity to determine needs that could be met by training or employment.

8. Physical, Mental and Social Handicapped. Analysis and development of pilot and action programs dealing with the totality of the adjustment problems of disadvantaged people, including the alcoholic, the handicapped, the disabled, the parolees from correctional institutions, the mentally retarded, and the mentally ill who have found difficulty in adjusting to labor market and the society.

9. Pre-Vocational Counseling Centers. Feasibility studies and pilot programs for the establishment of pre-vocational counseling centers were made to serve all groups in the state in performing the function of a referral service.

The purpose of this program was to help individuals understand the totality of the labor market problems by understanding their own abilities and capabilities in the process of job searching, the opportunities for education and training, and the location of suitable agencies that could assist job seekers in meeting their problems as potential members of the labor force and citizens of society.

10. Job Vacancy Survey. The development of additional research projects was planned. For example, the establishment of a panel of employers who reported unfilled job vacancies on a monthly basis. This information would then be disseminated on a state-wide basis, enabling potential job seekers and employers to match skills and opportunity on a broader level.

## Dynamics of Operation

Initially, to implement the program activities of the Council, as well as to train staff members in all areas of manpower development, a three-stage plan was developed:

1. The generation of project ideas from the Council after various training seminars had been held. These ideas included all suggestions made by staff members based upon their initial training, and their judgment of the specific needs within their assigned branches.

2. If determined worthwhile by the Council staff, the project ideas were assigned to individual staff members for fuller development.
3. For long range planning purposes, a human resource development plan would emerge for the state and these specific projects would fit within this general planning framework.

Ideas were developed and projects were initiated which would lead to a human resource plan encompassing all functions and activities of the various public and private state agencies. The end product of all operations was, of course, the full development of the state's human resource potential.

# PART I

## Chapter III

## Launching the Manpower Development Council

### Staffing, Recruiting and Training

Immediately after signing the contract with the Department of Labor, the State of Iowa began the search for an Administrator.

On July 15, 1965, Governor Harold E. Hughes appointed Dr. Edward B. Jakubauskas, as Director of the Council.

Dr. Jakubauskas, a member of the Department of Economics, Iowa State University, Ames, Iowa, applied for, and was granted, a leave of absence by the Board of Regents for the academic year 1965-66.

The Director, appointed by and serving at the pleasure of the Governor, receives an annual salary of $18,000.

### Staff Structure

Staff needs were assessed in terms of the contract by the Director and the structure was determined as follows:

Senior Manpower Specialists

1---Research

2---Disadvantaged-Handicapped

1---Vocational Education and Training

1---Higher Education

1---Rural Manpower

1---Special Projects

Junior Manpower Specialists

Seven to be assigned.

## Recruitment/Senior Manpower Specialists

A dearth of qualified persons, having technical knowledge of, and direct experience with, manpower programs and problems was a constraint in recruiting senior manpower specialists.

Although the salary level of approximately $12,000 was higher in relation to that of other state personnel, a level of $15,000 to $16,000 would not have been adequate to procure the best qualified and most knowledgeable personnel in the field. In addition, July and August were poor months to recruit this level of personnel, particularly university personnel.

The Director adopted a policy of hiring high caliber personnel; intelligent and innovative persons in related fields to train for specific manpower work areas. Staff would be augmented by paid and volunteer university consultants in planning and developing varied projects.

## Recruitment/Junior Manpower Specialists

Salary levels for the junior trainee level were adequate in insuring a good supply of personnel. Those with graduate training or equivalent experience were to be started at $9,000 per year while those assuming additional responsibilities such as office management, public relations, etc. , would start at $9,600. No problems were anticipated in hiring personnel with potential ability but with little current experience.

Again, the seasonality of recruitment was an obstacle in securing the most highly-qualified graduate students who were at that time planning to complete course work at universities, or write Master theses, and therefore, not currently available for work at this time.

## Recruiting Procedure

Staff openings were not advertised to the general public. It was deemed preferable to contact men who were knowledgeable in state, local and federal government fields, and university faculty presently conducting research in the manpower field. (Note: Some applications, however, were received from the public after the Council's work had been publicized in the press, radio, and on television. Virtually none of the applicants from this source had qualifications that could be used on the project. A large number of general applicants from the public at large had attempted to utilize various political connections in securing work with the Council. Not one of the applicants were qualified for either junior or senior level work in this organization and consequently, no political appointments were made.)

Another source of information on applicants was the employment file of the State Director of the Office of Economic Opportunity. Two thick files of former applications were combed for potential staff.

The major problems encountered in recruiting were the large number of unqualified applicants who had made direct application to our office for employment. Many of these came to the office without prior appointments, which hampered the work of the Director for at least a week.

Salary differential (due to short term nature of the project) created some problems. Some hostility and complaints were received from various individuals in state departments, regarding the salary structure of the Council. In all cases consideration had not been given to the short term nature of the project nor the problem of attracting competent people from existing jobs.

The news media appeared interested in the high level of salaries paid to our staff. Letters from the public seemed to focus much attention upon the level of the budget of the Council and the salaries paid. Comparisons generally were made with other state agencies where salaries are low.

Another consideration was the utilization of personnel who are Iowans. Although this was not a formal requirement of the contract, an influx of out-of-state personnel might have serious adverse effects upon the council operations. Only three of the personnel hired from the 50 professionals interviewed were from out-of-state and all three were from the Midwest.

## Staff

The total professional staff, aside from the On-the-Job Training personnel, numbered 15 individuals. The average age level of the staff was the late 20's and the early 30's; although in some cases, a number of staff members were in their early 40's. The average educational level was approximately one year of graduate work beyond the Bachelor's degree. The 15 specialists represented academic and occupational backgrounds of law, university economics, university extension, social welfare, federal government, personnel, graduate students completing Masters' degrees, elementary school teaching, occupational therapy, theology, journalism, and geography.

## Staff Training

In November 1965, a training session was conducted in Washington, D.C. under the auspices of the Office of Manpower Automation and Training. These sessions were chaired by Earl Klein of OMAT and included speakers from numerous federal agencies who explained the mission and role of their respective departments. This session proved to be highly valuable to the staff of the Council. Additional training was conducted in the offices of the Manpower Development Council itself. By mid-November of 1965, virtually all of the staff had been recruited, trained and were ready to begin program development and the preparation of project proposals.

Housekeeping Chores

A. Office Space. One of the first housekeeping chores of the project was the search for appropriate office space of about 2,400 or so square feet. Space in state facilities was not available. Some vacancies were noted in private office buildings in Des Moines, but were not suitable for the project because of (1) long-term lease requirements, (2) unavailability within the next two months, (3) excessive cost or (4) limited space. Temporary office space was finally obtained in the former Board of Control office building, sixth floor, State Office Building for the period July through September 1965. Additional office space was made available in a small bungalow next to the State Office Building.

Permanent office space was obtained at the Teachout Building, 500 East Locust Street in Des Moines, just a few blocks away from the State House and state office buildings. It was an old building, but its location and close proximity to the State House and other state offices was deemed to be highly desirable. Three floors of the building were rented for the Manpower Development Council. Later additional space on the fifth floor was provided for the OJT project.

Although the contract called for occupation of the premises by October 1st, the facilities were not available to the Council until late October. The lease for the premises had to be approved by the Attorney General's office and the Executive Council of the State of Iowa which caused some delay, In addition to this, permission had to be obtained in writing from the U.S. Department of Labor.

B. Office Equipment. Procuring office equipment was another important housekeeping chore in this initial period. The contract required, that wherever possible, government surplus would be used. However, the Director's investigation determined that surplus equipment of the magnitude required for this project would not be available at the time needed. A unique arrangement was developed with the State Board of Control whereby furniture and other equipment would be supplied from the prison industries on a contractual lease basis. The cost would be amortized over the period of the 18-month contract at the end of which, if the Manpower Development Council became statutory, or if this contract were renewed, it would lease the equipment for $1 for the remaining period. If the Manpower Development Council ceased to exist, the title to the property would be vested in the Department of Social Services (formerly the Board of Control) and would be returned. This arrangement would provide for the lowest cost to the U.S. Department of Labor as well as avoid the possibility of accumulating a great deal of equipment that would have to be disposed of later.

C. Financial Reporting System and Budget. A financial reporting system was designed to provide the U.S. Department of Labor with monthly summaries of expenditures. At the same time, a budget for the coming two months was presented to the Department of Labor and a monthly check sent in to the Manpower Development Council.

Housekeeping chores occupied much of the time of the Director and staff members of the Manpower Development Council from July to early November. As procedures became standardized, equipment obtained, and various problems ironed out, the Council was able to spend more and more of its time in actual work and program development.

## Cooperation from Other State Agencies

In addition to the internal problems outlined above, numerous external problems involved the Manpower Development Council staff. Among these:

1. The development of communication with other state agencies to avoid duplication of services and enhance the effectiveness of these organizations.
2. The dissemination of accurate factual information on the Manpower Development Council mission to state agencies.

The Director of the Manpower Development Council felt that a prerequisite to successful operations was to become personally acquainted with department heads of major state agencies. Consequently, luncheon engagements were set up throughout the months of October and November. Virtually all major state agencies were contacted and in this way the Director was able to open up two-way communication--obtaining a general idea of the operations of the various state departments while conveying the goals and missions of the Manpower Development Council. In the course of these and other meetings various inaccurate "images" of the Manpower Development Council emerged:

1. A number of state agencies visualized the Manpower Development Council as a fund-obtaining unit of government; that is to say, project proposals would be written by the Council and these would be funded for state agencies. No policy activity was visualized in this concept of the Council's

work. The Council, therefore, was to be a special-purpose fund-gathering unit.

2. Other state agencies visualized the Manpower Development Council as an evaluator of manpower programs. Cost-benefit studies would be conducted as well as other evaluation studies of existing programs.
3. Others considered the Council an unnecessary duplication of existing functions that were being carried out at the state level.

The initial reaction of state agencies was one of lukewarm support and a period of watchful waiting emerged. A number of project proposals were brought before the Manpower Development Council by some agencies as a test of what the Council was able and willing to do in a particular situation. Surprisingly, little hostility or overt friction was experienced by the staff of the Manpower Development Council in these early, formative months.

## The Press, Public, Etc.

Initial press coverage of the Manpower Development Council appeared to tie in activities with the ongoing programs of the Office of Economic Opportunity. Many members of the press misunderstood the work of the Council; some felt it represented the operations of the federal government, while others considered it to be a part of the general poverty program. Initial press coverage was, however, excellent particularly in the central Iowa newspapers. The Manpower Development Council was depicted as a unit of state government concerned with the betterment of all aspects of life in Iowa society.

Later much of the press coverage involved the problems related to attempting to include minority group members in the apprenticeable occupations in Iowa's trade unions. The public's reaction appeared to be that of visualizing the Manpower Development Council as an inspector general--an organization concerned with the individual problems of people in dealing with the various state agencies. Various complaints were lodged against numerous state agencies and the Manpower Development Council's Director found himself in the position of a mediator attempting to settle disputes. An inspector general function was also visualized between a number of state agencies, and state and local organizations, in determining jurisdiction, and in some cases, allocating various projects to appropriate agencies.

In no case was coverage of the press hostile or detrimental to the Council. There were minor cases of hostility rendered by private citizens; these related more closely to the alleged salary structure of the Council's staff.

## Time Table Of Operation

The operations of the Manpower Development Council appeared to divide themselves into five distinct periods:

1. June 1965 to September 1965. A period which can be best characterized as one of "tooling up." A Director was hired, a staff of close to 30 people was hired and trained, office space and equipment secured. The major emphasis in these three months was on organization.
2. October 1965 to November 1965. During this period, office space was secured along with most of the equipment, and the remaining staff was hired. Staff meetings were held and training of the staff conducted. The staff had been sent to Washington to attend various seminars sponsored by the U. S. Department of Labor to acquaint all personnel with the various manpower programs of the federal government. Although further training would follow after this period, these two months were largely devoted to orientation training of the staff and initial preparations for program development.
3. December 1965 to July 1966. This period was characterized as one of active operation of the Manpower Development Council. The professional staff of the Council went out and met their counterparts in state and federal agencies, learned the

mission of these organizations, and began to carry out the functions of coordination, technical assistance, liaison information, special projects, and research. Various projects were initiated, needs identified and the Council operated in what could be characterized as "high gear." Close to 70 projects were developed in this period, totaling a dollar value of close to 5 million dollars.

4. August 1966 to September 1966. In late summer, close to 4 million dollars out of 5 million dollars worth of projects were approved. During these two months the Council went through a period of re-grouping and replanning for the next year's operations. A new proposal was submitted to the U.S. Department of Labor for renewal of the initial contract, and the staff took a hard look at its successes and failures over the previous period. It was decided that some time would be devoted to a development of a long-run plan of operation, assuming that the Manpower Development Council would continue as a state unit beyond the initial, contractual period.

   Another aspect of planning involved a joint sponsorship between the Iowa State University Cooperative Extension Service, Industrial Relations Center, and the staff of the Manpower Development Council regarding a Human Resources

Development Conference. This conference was initially scheduled for early April 1966, but was later changed to October 1966.

5. October 1966 to December 1967. In September 1966 the Governor's office was notified that the initial contract had been modified by the U. S. Department of Labor and extended to a period not to exceed 30 months from June 18, 1965 to December 18, 1967.* The initial contract was changed in order to provide for a smoother organization by reducing a number of branches, and by providing for a more streamlined type of organization. Also, the total budget was changed from $442,000 for an 18-month period to $615,000 for a 30-month period.**

   Over this initial 14-month period, the first Director of the Council had returned to Iowa State University and an assistant Director of the Council, John Ropes, was chosen and appointed Director by the Governor. No major changes had been anticipated at the time of the change of directorship.

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*Later amended again to June 30, 1968; and again extended through September 30, 1968.

**Although the program was extended to 39 months, the total budget remained at $615,000.00.

This period then became the second phase of active operation of the Council. In contrast to the first period, this phase saw an expansion of activity by the Council in the re-organization of state agencies, a greater involvement with activities of the legislature; as well as determining continuity and continuation of the Council as an operating unit of state government, structurally located in the office of the Governor.

# PART I

## Chapter IV

## From Project Approach to Human Resource Development Planning

### Initial Project Approach

In order to facilitate the training of staff, the project approach was adopted in the initial operations of the Manpower Development Council. Each staff member, as a part of his training and as a method for learning the missions of other state agencies, was encouraged to develop ideas for project development. These ideas were discussed among staff members and, if found to have merit, were moved to the project stage. Individual responsibility was emphasized, and project development was considered as a contribution to the training of each staff member in addition to having merit in its own right. Ideas for project work were generated from the needs and requests of other state agencies, as well as from individual members of the Manpower Development Council staff.

As of the end of October 1965, 42 projects were in various stages of development. Where dollar values could be assigned to projects, the total funding sought from all sources totalled approximately $1,140,000. Some of these projects were completely developed by other agencies, and our mission was merely to seek funding. In other cases, such as the OJT-prime contract proposal to the U.S. Bureau of Apprenticeship and

Training, proposals were developed only by the Council staff. Each of these projects represented staff resources in advising, counseling, and assisting in the drafting of project proposals.

Between October 1965 and June 1966, the Council's staff generated work on 65 projects covering varied areas of manpower and human resource development. By November 1966, dollar value of the projects totalled $5,065,000. (It should be noted that dollar value is only one measure of activity, and not necessarily the most significant.) As of the end of August 1966, total funding amounted to $3,575,789, not including the renewal of the Manpower Development Council's own contract for 1967.

The use of the project approach in the initial operations of the Manpower Development Council had a number of functions. Among these were:

1. An attempt to offer a concrete, tangible service to other state agencies.
2. The creation of a closer liaison between the Council staff and the staff of various federal agencies.
3. To provide realistic, meaningful training of the Council staff.

Project Development

1. Specific projects tor MDTA training such as horticultural training, home service repairs, small animal handlers, dental

assistant, bushelers, etc.

2. Multi-agency projects involving cooperation by two or more state and/or federal agencies. Included in these types of projects were: (1) the composite plan for board of control institutions, (2) the project for alcoholism control, and (3) the development of a pre-counseling service in human engineering center in rural areas.
3. A third area of project development included innovative proposals such as the Iowa Peace Corps Unit for older citizens, the state and local government intern program, and the Manpower Research Center for the Great Plains States area.
4. A fourth cluster of projects included training programs; the upgrading of employees of the tax commission, employment service, high school counselors, staff and management school.
5. A fifth area included various planning projects such as the Council's human resource development plan, the project for developing a reporting system to the Governor on manpower projects of state agencies, and the development and furthering of an urban extension program.
6. A sixth area included various research projects to gain further knowledge of Iowa's manpower human resource needs. An

inventory of manpower programs was prepared. Also developed was an atlas of Iowa's manpower resources, job vacancy research, and a survey research center for Iowa.

7. A seventh area of project development included the funding of projects which brought new funds into Iowa such as the OJT project, Upward Bound, Teacher Aid project, and Neighborhood Youth Corps programs in the state.

### Human Resource Development Planning

Although the project approach was successful in accomplishing these three aspects of its missions; it was felt that the project approach, as such, was only a temporary expedient. By mid-June 1966 the major emphasis of the Council shifted from the project approach to one which might be characterized as human resource development planning. Although the project approach was useful as a training device and had merit in locating funds for some of the ideas that had been developed, it had become a drawback because it did not provide for a general goal or philosophy of action. If the operations of the Manpower Development Council were not to evolve into a mere passive type of operation, reacting to the immediate operational needs of various agencies; a more coordinated and long-range system of planning had to be developed which involved these other agencies. Otherwise the operations would have contributed to, in some instances, the creation of further imbalances in programs by bringing money into areas of lesser marginal need. As the Council's goal was to identify gaps in state programs, a comprehensive system of planning had to be devised.

The period of mid-June to October of 1966 was designated as a planning period. Staff members once again, as in November 1965, participated in seminars and workshops to exchange ideas and thoughts on the previous months of project development. Experiences and insights were exchanged on the activities of the various branches of the Council. The staff concluded that the best vehicle for intra-coordination of activities was the preparation of a "Manpower and Economic Report to the Governor." This was to be an internal document and to be submitted to the Governor in October of 1966. This report was to fulfill part of the Council's responsibility to report to the Governor on "the state of human resource development in Iowa." The basic use of the manpower and economic report was to provide knowledge of Iowa's trends as a guideline to:

1. What Iowa will look like in the future years ahead if past trends continue, and
2. How the Manpower Development Council can implement a program for maximizing Iowa's capability in achieving the goals determined by the needs and wants of the citizens of this state.

## Planning and Preparation of Human Resource Development Conference

Plans were finalized in late summer and early fall for sponsorship of a regional conference on human resource development to be held at Iowa State University in Ames on October 13-14, 1966. This conference was sponsored by three organizations: University Extension, the Industrial Relations Center (both at Iowa State University), and the Manpower Development Council. Speakers of national repute were invited to participate; the audience was composed of state, local, and federal officials in the six-state Great Plains States region as well as other decision makers and individuals interested in various aspects of the human resource development field. This Conference was to set the theme for the operations of the Manpower Development Council for the end of 1966 as well as for 1967, when it would institute a full-scale planning program for human resource development in Iowa.

## A Planning System for Human Resource Development in Iowa

A basic principle of the Council was that manpower and human resource development programs could most effectively be established and coordinated in the context of inter-agency and state-wide planning, involving both public and private organizations. To provide a structure for this cooperation in long-range planning, a first step was the development of a basic reference framework involving:

1. Basic data on Iowa's population, labor force employment, and other demographic variables. It was anticipated that an atlas for all manpower human resource development programs would be developed in the state. An inventory of research and action agencies in the field was one of the top priorities of the research branch.
2. Anticipated population, labor force, and employment trends. Identification of target groups requiring attention from public and private decision makers was the next step. This would be developed from basic data of one (1) above.
3. Inventory of existing action programs at the federal, state, and local level developed and designed for target groups in two (2) above.
4. Identification of gaps in above three areas, which require legislative attention, action by the Governor, coordination at regional level by compact of states, regional level by federal agencies or congressional and/or executive action in Washington. Overlapping and duplicating programs would also be identified for possible consolidation. Where gaps existed, new and innovative programs would be suggested.

Beginning with October 1966 and extending into the future operations of the Council, materials and analysis required for phases 1 through 4 would be developed using resource talent from all agencies in a position to contribute time and knowledge to its development. Existing agency plans would be incorporated within the basic human resource development planning program. It was also anticipated that consulting funds would be supplied if needed from the Manpower Development Council budget itself.

# PART I

## Chapter V

## Self-Evaluation of the First Contract Phase of the Manpower Development Council

### Evaluation by Function

### I. Coordination

Coordination of manpower programs was achieved most successfully by the Council in relation to specific projects that were developed primarily on a multi-agency basis. It was here that the full benefits of a coordinating unit at the state level could be demonstrated. Three related aspects of coordination which were mandatory in successful operations involved:

1. Operating directly out of the Governor's office, the highest policy making level of the state.
2. Knowledge of possible project proposals on a multi-agency basis.
3. Specific project development with public and private agencies.

It was evident that full coordination of programs could not be achieved at the state level without a structure of coordination first executed at the federal level.

A weak Governor system, which prevented direct executive control over state agencies, and the dependence of these agencies on their federal government counterparts in obtaining funds for program development, made multi-agency coordination a difficult task. As long as the Council continued to develop programs on a multi-agency approach, lending technical assistance in the drafting of project proposals, coordination could be achieved. Beyond this point, agencies such as Employment Security, the Office of Economic Opportunity, the Department of Public Instruction, Social Welfare, Vocational Rehabilitation (each having separate access to the federal government) could, if desired, avoid any attempt at coordination at the state level by the Manpower Development Council.

## II. Technical Assistance

The Council's operations were highly successful in the area of lending technical assistance to organizations in drafting project proposals. A few agencies, however, requested drafts of project proposals only to lose interest in the project when the proposal was complete. Consequently, the operations of the Council in regard to technical assistance included the attempt to increase the ability of public and private agencies to develop project proposals on their own volition. The Council would then lend secondary aid and assist these agencies in remaining up-to-date on current guidelines as they were developed at the federal level.

Another problem encountered in the technical assistance function was the difficulty experienced in disengaging the Council's operations once a grant had been funded. It should be noted that, overall, the function of technical assistance was a highly successful one for the Council although some problems did occur which were not initially recognized. Again, as in the coordination area much work can be done at the federal level to establish standardized procedures for developing project proposals and to avoid a constant change in guidelines for preparing these project proposals. The complexities of the federal procedures can be reduced considerably and this should be a help to all agencies involved.

### III. Liaison

Possibly the most successful function developed was that of closer liaison between federal agencies and the State of Iowa. Early in the spring of 1966, one Manpower Development Council staff member spent considerable time in Washington visiting with various agency heads in order to identify programs which would be of benefit to the State of Iowa. All of the staff members of the Manpower Development Council developed a very close working relationship with their federal counterparts, acquiring a thorough knowledge of federal and state agency operations which resulted in greater success in establishing programs in Iowa.

## IV. Information

The development of certain information systems was one of the key functions with which the Council had concerned itself. This involved three categories:

1. An informational system had to be developed to inform the Governor of preparation of manpower program proposals by state agencies. Related to this was the process of informing other state agencies of current developments in the manpower field.
2. A second information system involved increased awareness of job vacancies and possibilities career development for those currently in the labor force or preparing to enter the labor force in the near future.
3. A third information system involved establishing a more accurate and faster alert system for state and local agencies concerning pending congressional legislation and/or new programs that were being developed within federal agencies which would be relevant to the Iowa scene.

The information system developed to keep the Governor informed was an ongoing activity of the Council's operation. Much of this was informal. It is mandatory, however, for the Governor's office to be advised, in detail, of changing manpower programs.

Very little was accomplished during this period toward the development of more efficient job vacancy data for those in the labor force. There also remains much to be done to adequately disseminate information on career opportunities to potential workers. However, a close liaison was developed with the research coordinating unit of the Department of Public Instruction in exploring possibilities in this area.

The third phase, or the development of better information systems between the state and federal agencies, was highly successful. The Manpower Development Council became familiar with new federal programs as well as rapidly changing programs which would be of benefit to Iowa. For example, success was achieved in the establishment of a Manpower Research Center at Iowa State University to serve the Great Plains States region, largely as a result of up-to-date information that had been received from federal agencies involved.

(Note: The information system's function was one which required a great deal more work than had been anticipated in the initial period of the Council's operations.)

## V. Innovation

Another area which could be characterized as successful is that of Special Projects. Numerous innovations were introduced, including (1) a state-wide, OJT contract for the Manpower Development Council designed to deal with the problems of the hard core unemployed;

(2) an Iowa Peace Corps unit (encouraging older citizens to participate); (3) the first state-wide alcoholism control project and (4) the novel use of Neighborhood Youth Corps programs involving a number of agencies and a number of target groups, cutting across federal agency lines as well as state lines. These were but a few of the activities that were developed as special projects by the Council.

## Summary

In an evaluation and analysis of the Council functions, the greatest success was achieved in creating better liaison between federal and state agencies, as well as liaison among state agencies. Better technical assistance, particularly on multi-agency sponsored projects, and the development of special projects were also considered highly successful. Further work was required in the coordinating programs function with the provision that coordination could only be achieved at the state level after initial steps had been effective at the federal level. Least successful at this point was the development of better informational systems.

For 1967, therefore, the coordination and information systems functions would be an integral part of the whole program of human resource development planning outlined in the previous chapter.

The following section will examine an evaluation of the work by problem area or the target groups involved.

1. The hard core unemployed. Perhaps the greatest achievement of the Council's operations was in the development of its own prime OJT contract and other OJT contracts for Iowa. In the first year of operation the Council's prime contract had placed approximately 500 unemployed and under-employed individuals in jobs in industry. Many of these had been on welfare rolls in the past. Moreover, the majority of these individuals had not been reached in the past, either by community action programs, or by the various state agencies involved. Placement, although not completely successful, was perhaps better achieved than any of the other operating manpower programs in Iowa.

Considering other disadvantaged and handicapped in this group of hard core labor market problems; success was achieved in developing a state alcoholism control project utilizing funds from the Vocational Rehabilitation Administration and the Office of Economic Opportunity. Neighborhood Youth Corps programs were designed to assist the mentally retarded at the Glenwood Institution--both on OJT as well as on MDTA classroom type of instruction. Although the total number of individuals involved in these programs is not very large in terms of the need; over the period of one year, great strides had been made which should be of permanent value in this area for the State of Iowa.

2. Older citizens. In cooperation with Drake University, a program for working with older citizens to develop a pre-retirement center

was established in August 1967. Another program inaugurated for senior citizens was the Iowa Peace Corps plan. The policies followed by the Manpower Development Council for older citizens were:

1. An attempt to eliminate discrimination against the so-called older less-useful citizens.
2. The development of pre-retirement and planning centers for those close to retirement.
3. The development of service type occupations either with the Peace Corps or VISTA (Volunteers In Service to America).

3. Minority groups. The work of the Manpower Development Council in dealing with the problems of minority groups in the State of Iowa was carried out largely through attempts to eliminate racial discrimination in employment and training. It had been found that Negroes were not being considered for MDTA pre-apprenticeship institutional programs; and many of the Council's efforts were directed to eliminating patterns of implicit and explicit discrimination against Negroes in training programs, as well as in employment in the various crafts.

In addition, emphasis was placed upon including Negroes who were qualified for state employment within the various state agencies; and much effort was made on a case by case basis to place Negroes in jobs in private industry. A direct attempt was made to utilize the prime

OJT contract as one way of finding jobs for minority group individuals.

Many problems were encountered in this area. It is felt that a very small degree of progress was accomplished; although, aside from elimination of discrimination for a very few individuals, no major accomplishments had been achieved in this area. There are approximately 35,000 Negroes in Iowa. These are largely concentrated in urban centers such as Waterloo, Des Moines and Davenport.

4. Rural low-income population. Close to one-fourth of families in Iowa earn a net income from farming of less than $3,000 per year. While the cost of living in many parts of rural areas of Iowa is low; the problems of low-income rural residents constitute the single largest problem of human resource development for Iowa. This problem is compounded by the fact that the services of many state agencies such as Employment Security are not available to people unless they travel into urban areas for these services. The Manpower Development Council staff worked very closely with county extension leaders in identifying the problems and, in some cases, developing programs. Of particular note was the close liaison with the extension service personnel in the Mason City area, and in the Ottumwa and the Ten County Cooperative areas.

The staff consensus was that the emerging area vocational schools in Iowa would bear the brunt of training and re-training many under-employed in rural areas.

A labor mobility project was designed to experiment with the movement of under-employed surplus population from rural locales to areas of labor shortage and urban centers. However, this was discontinued as a result of problems encountered in inter-agency relationships.

The objectives of Council work in rural areas were two-fold:

1. Creating better, more meaningful and more viable industrial growth opportunities by working with development agencies to facilitate the location and/or relocation, of a suitable labor supply.
2. Facilitating the movement of some of the surplus population out of rural areas into meaningful job opportunities in urban centers. This was to be accomplished by the creation of better training opportunities through the area vocational schools and the development of more efficient informational systems which would lead people to better opportunities.

Another aspect of rural area work involved cooperation with the emerging Community Action Agencies. (However, since these were just in the initial stage of development in Iowa, little was accomplished to create more efficient programs with these agencies at this stage.)

An evaluation by problem area reveals limited success in dealing with some of the most difficult target areas, namely the hard core unemployed in the labor force. Although not a large number of people have been handled by the Council in OJT and other programs, some success had been achieved. Some problems, however, remain. For example, within the OJT contract area there were counseling problems in reducing the dropout rate within the OJT program.

Much had been accomplished in identifying and assessing the problems and designing new programs, and in targeting in on those who require the greatest assistance in the labor market.

Less than full success was achieved in dealing with some of the problems of women in the labor force. Discrimination against women exists in training opportunities, promotion and wage levels. Although a small task force established to examine the problem, had uncovered several such cases of discrimination; problems were encountered in dealing with the many organizations already involved in this field. This proved to be an emotional issue which engendered a great deal of opposition. The problems of women in the working would merit the close attention of the Council.

The next evaluation of the Council's operation involves an evaluation by each of the major five branches involved. Although Special Projects was also designated as a branch, the operations have been discussed under the above functions.

## I. Research

The major accomplishment of the Research branch was the publication of an inventory of all organizations in Iowa involved in either manpower or human resource development programs. This project was carried out over parts of a 10-month period; published by the Council and distributed to various groups throughout the state. This particular document was requested by the state Director of Economic Opportunity and was developed largely in response to his request.

A Manpower Research Center at Iowa State University was also developed by this branch to operate as the research arm of the Manpower Development Council in the future. As the short duration of the Council's contract prevented the development of long-term projects, staff consensus was that research could best be conducted at the university level where excellent resources could supplement the work of the Council.

Other activities of the Research branch included (1) the preparation of a working library of document source materials to be used in the preparation of project proposals by the Council staff; (2) the preparation of spot research for project proposals; (3) close liaison with the Research Coordinating Unit in furthering the acquisition of occupational employment data for the state and (4) exploring the possible development of a Survey Research Center for the State of Iowa.

In 1967, research activities were to be carried out primarily by university research groups such as the Manpower Research Center at Iowa State University and the Bureau of Business and Economics Research at the University of Iowa, Iowa City. Coordination of research would be channeled to the Research Coordinating Unit of the Department of Public Instruction.

## II. Higher Education

The Council had discovered from its inception that much coordination had already been taking place in the area of higher education in Iowa. The private colleges were organized in an association of private colleges in Iowa with association headquarters in Des Moines. This is a fairly strong structure. Other coordination in higher education activities included the establishment of an Iowa Higher Education Facilities Commission. The commission allocates funds under the Higher Education Act to both private and public colleges, junior colleges, community colleges in Iowa. A third coordinating council existed under the Board of Regents which included the three state institutions of higher learning controlled by the Board of Regents. An overall analysis indicated this was one area of human resource development that was well structured and operating effectively.

There was little that the Manpower Development Council could do other than include other projects that had not been considered in the past. For example, the Upward Bound program of the Office of Economic Opportunity was designed to encourage young students who were either dropouts, in danger of being dropouts, or were from low income and otherwise disadvantaged families. The students who were able to attend college over a summer session and followup studies conducted in the future. This was an example of the Manpower Development Council's function of liaison. Five contracts were developed for Iowa involving close to $600,000. At last report these five programs were very successful in terms of both needs of colleges involved and also the students. Aside from the Upward Bound project, most of the activities in higher education were involved in research activities, the planning of the October Conference on Human Resource Development, and the establishment of a Manpower Research Center at Iowa State.

III. Disadvantaged and Handicapped

When this particular branch became operational, it was divided into two major divisions. One division worked with the institutionalized handicapped (largely Board of Control institutions) including the mentally retarded, the mentally ill, and those in the correctional institutions. This division was highly successful in (1) introducing an alcoholism control project, (2) in developing Neighborhood Youth Corps programs for the mentally retarded, and (3) developing a corrections plan for the State of Iowa.

The second division of the Disadvantaged and Handicapped branch was concerned with those who had handicaps of a social and economic nature. Work was heavily concentrated on the problems of minority group individuals in seeking employment and training opportunities under federal and state programs.

Overall operations of both segments of this branch required four full-time staff members and a major portion of the activity of the Council's work. Success has been achieved in funding various project proposals; although again, the success of the work must be determined in the future.

## IV. Vocational Education and Re-training

The work of this fourth branch was also one which required a great deal of activity and was highly successful. The development of the prime OJT contract (as well as other OJT contracts in the state) was the most notable achievement of this branch. Other activities included (1) assistance to state agencies developing linkages of manpower programs in institutional classroom instruction and tying these together with the OJT program; (2) development of a pre-retirement center at Drake University for older citizens; and (3) the initiation of training programs under MDTA for new occupations and new target groups, particularly in the Board of Control institutions.

## V. Rural Manpower

Although the Council staff placed major emphasis on finding programs to meet the needs of the rural segment of Iowa's population (about half of the total population) we found that this branch in the Council's over-all function was not a meaningful way to help these people. The problems were so broad that needs could be met through other operational branches. The rural manpower branch was discontinued under the new contract for 1967.

## Conclusion

All things considered, it was felt that the work of the staff hinged upon two major areas, in any one of the five branches. These two areas were:

1. A concern for the pre-training problems individuals face in entering the labor market. These pre-training problems have emanated from a complex relationship of mental and physical handicaps, psychological problems of motivation, societal patterns of discrimination, and problems in developing skill acquisition techniques.
2. Once these problems were overcome, a second major operation of the Council included the actual process of training individuals and placing them in jobs. Consequently, it is not at all surprising to find that the work of the two branches--vocational

education and retraining, and disadvantaged and handicapped--constituted the heaviest part of the work load of the Council's operations.

### Changes for 1967

The major change made for the Manpower Development Council in 1967 was the establishment of three operational branches:

I. Division of Experimentation and Demonstration Programs
II. Division of Program Development and Technical Assistance
III. Division of Human Resources Planning

The other activities of Research, Higher Education, and Rural Manpower were either absorbed in the three new branches, or were relegated as staff functions to assist the Director in future activities. It was felt that both a staff and line-type of organization would permit the Council to operate more effectively; possibly with a smaller full-time staff and with a greater reliance upon outside consultants on a project basis.

# PART II

# INTRODUCTION

Part II of this report is devoted to covering the Manpower Development Council's operating period from September, 1966 to the present. Emphasis is placed on activities after May 1st, 1967, beginning with reorganization of the Council.

The broad range of programs the Manpower Development Council has either initiated, or participated in, within the past three years has made it necessary to re-define and clarify its responsibilities and types of activities.

A new organization chart for the combined Manpower Development Council and Iowa Office of Economic Opportunity was developed in October by the Council's Planning Specialist. A copy of the chart is included in this report.

The three divisions and responsibilities within the organization are as follows:

1. Division of Experimental and Demonstration Programs. This division administers the direct service programs of the Manpower Development Council which are experimental and demonstrative in both methods and organizational structure, for the delivery of manpower services.
2. Division of Program Development and Technical Assistance. The Technical Assistance Division will assume the responsibilities of providing assistance to Community Action Agencies

and other public and private agencies. Also involved in this division are projects developed at the request of the Governor's office.

3. Division of Human Resources Planning. This division works in close cooperation with the State Office for Planning and Programming in providing leadership to the Cooperative Area Manpower Planning System (CAMPS) in Iowa.

   This division also maintains liaison with the Governor's Manpower and Vocational Education Advisory Committee and the State Technical Action Panel of the U.S. Department of Agriculture.

Two major factors influenced the direction of the Council during the second phase of the contract.

The first was the reinforcement of the idea that the organization was less important than the ability to (1) identify needs (2) direct correlation of need to possible program solutions and (3) extend every effort to insure needs are being met by the program.

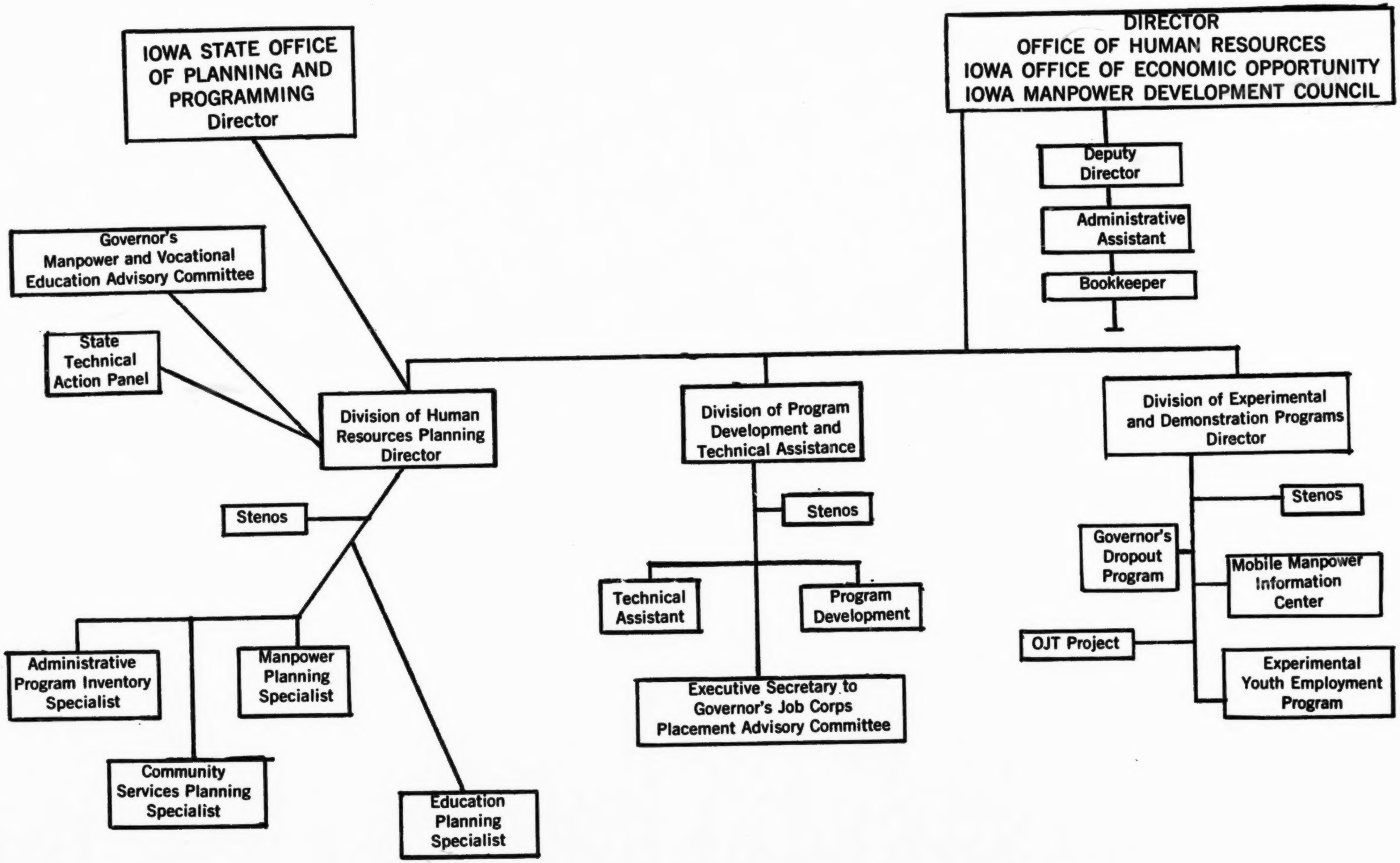
Functioning as outlined above dictates two other needs--flexibility of organization and versatility of existing staff. Narrow specialized areas and restricted duties are undesirable in accomplishing the Council's objectives.

Examples and explanations of various program activities are related in this section.

During this period funds from other sources, State and Federal, were made available and utilized by the Council.

The last chapter of this section deals with a self-evaluation of the second phase of the program as well as an evaluation of the overall project.

# ORGANIZATION CHART


DIRECTOR
OFFICE OF HUMAN RESOURCES
IOWA OFFICE OF ECONOMIC OPPORTUNITY
IOWA MANPOWER DEVELOPMENT COUNCIL
Deputy Director
Administrative Assistant
Bookkeeper
IOWA STATE OFFICE OF PLANNING AND PROGRAMMING Director
Governor's Manpower and Vocational Education Advisory Committee
State Technical Action Panel
Division of Human Resources Planning Director
Stenos
Administrative Program Inventory Specialist
Manpower Planning Specialist
Community Services Planning Specialist
Education Planning Specialist
Division of Program Development and Technical Assistance
Stenos
Technical Assistant
Program Development
Executive Secretary to Governor's Job Corps Placement Advisory Committee
Division of Experimental and Demonstration Programs Director
Stenos
Governor's Dropout Program
Mobile Manpower Information Center
OJT Project
Experimental Youth Employment Program

# PART II

## Chapter I

## The Evolution of a Human Resource Development Program

### I. Merger of Manpower Development Council and Office of Economic Opportunity

The Manpower Development Council and the State Office of Economic Opportunity commenced operations almost simultaneously in Iowa. In order to eliminate duplication of efforts and effect coordination of services, the Directors of both agencies worked out a mutually satisfactory agreement which clarified areas of responsibility and set up channels of communication and an operational working relationship.

Initial Office of Economic Opportunity activity was towards the development of local Community Action Programs. By July of 1966, every county in the State was covered by a Community Action Agency--thirty-three in all. It was the first and only state in the region to be completely organized and operational at that time. The second phase of activity was to give technical assistance to Community Action Program Directors in developing programs in their areas. While this was primarily the function of the State Office of Economic Opportunity, the Manpower Development Council assisted both the State Office and its local agencies.

Several examples of mutual assistance are cited as typical:

1. A Manpower Specialist with the Council developed practically all of the NYC projects for the CAAs. Prior to that, all of the NYC projects in Iowa were sponsored by schools.
2. A Manpower Specialist with the Council helped in the rapid expansion and development of the Head Start programs operated by the CAAs.
3. On-the-Job Training Job Developers assisted CAA personnel to develop a manpower training component in their agencies. The relationship provided trainees for OJT and a valuable resource for the CAAs.

## Duties, Responsibilities, Functions

Governor Hughes created the State Office of Human Resources by executive decree on December 28, 1967. In May, 1968 he merged the two agencies by appointing the Manpower Development Council Director to become Director of the State Office of Economic Opportunity. Some of the enumerated duties, functions and responsibilities of this office are:

> 1. To serve as the Chief Advisory unit to the Governor on human resources policy and programs. To this end, the Governor shall be kept advised on current and prospective areas of human resource concern to the State of Iowa and to its citizens, both in and out of the labor force.
>
> 2. To continue, as the successor organization, the functions of the Iowa State Manpower Development Council; namely, to promote the fullest possible use of human resources of the State of

Iowa through a coordinated inter-agency approach taking into consideration all facets of social, economic, governmental and educational development.

3. To continue the functions of the Iowa Office of Economic Opportunity.

4. To continue as the State's Prime Contractor for On-the-Job Training under funding arrangements with the Bureau of Apprenticeship and Training.

5. To serve as the Secretariat to the State Advisory Committee for Vocational Education and Manpower Development and Training. In its role as Secretariat to the Advisory Committee, it shall provide to the Advisory Committee such services as shall be necessary, possible and appropriate, and to the extent requested by the Advisory Committee.

6. To serve as the Secretariat to the Iowa Cooperative Area Manpower Planning System (CAMPS). In its role as Secretariat to CAMPS, the Office will provide such services as shall be necessary, possible, and appropriate and to the extent requested by CAMPS.

7. To perform such other duties of policy and program development, innovation, coordination, evaluation, and administration as shall be requested by the Governor from time to time.

## II. Linking the Manpower Development Council to the State Manpower Advisory Committee

The State Manpower Advisory Committee, was,prior to the creation of the Manpower Development Council, the principle advisor to the Governor on the State's Manpower problems and programs. It is the State's formal liaison with the U.S. Department of Labor's National Manpower Advisory Committee.

The Committee is made up of eleven official members and twelve ex-official members. Official members are appointed by the Governor;

ex-official members by the Chairman, who is elected by Committee members.

Responsibilities of this Committee are set out as follows:

> "The State Manpower Advisory Committee will review and evaluate the State's manpower development and training programs, including any Area Redevelopment Administration and Manpower Development and Training Act programs that may be operating in the State, and will from time to time make recommendations to the Governor relative to the carrying out of those programs. In the performance of its duties and responsibilities, the Committee will consider the State's manpower requirements and resources; the effect of automation and technological changes; practices of employers and unions that impede or facilitate the mobility of workers; and the special problems of untrained and inexperienced youth in the labor force. The Committee will recommend occupational training and skill development programs appropriate to the State's needs and resources; exercise general review and appraisal of those programs; and bring its prestige to bear in achieving public support of and participation in the State's programs for manpower development and training. The Committee will encourage a program of useful research into the State's manpower requirements, development and utilization. In the performance of its duties and responsibilities, the Committee will call upon outside professional and technical advice and consultation as needed."

Lacking an executive arm to perform some of the responsibilities stated above, the State Manpower Advisory Committee often found it difficult to undertake reviews and evaluations that required extensive gathering of data. Although authorized to call upon outside professional and technical consultants, the mechanics and funding of such were prohibitive.

Linking the Manpower Development Council to the State Manpower Advisory Committee provided the latter with a full time professional manpower staff, facilities and office space to carry out its function. Most important it wed two units of state government concerned with the overall direction of manpower programs.

To date, both the Manpower Advisory Committee and the Manpower Development Council have found the working relationship most compatible, efficient and effective.

## III. The Manpower Development Council's Role in Human Resource Planning The State Manpower Coordinating Committee - 1966

### A. Background

As a result of social and economic changes the executive branch of Iowa government (as in many other states) evolved over the years into a complex structure of single purpose agencies, departments, boards and commissions.

Within the broad field of human resource development at least seven agencies (at the federal, state or county level) were directly or indirectly involved in planning, developing and/or operating programs. Each agency or department was operating independently. In many instances, one agency would be totally unaware of the activities of another agency. As a matter of fact, some divisions of large departments were uninformed of services offered by other divisions within that same department.

Jurisdictional division of responsibility created additional problems.

County governments often jealously guarded their control over certain aspects of the welfare programs. Local Community Action Agencies fragmented other programs into city or neighborhood operations. Federal programs, operated directly through State or Regional Supervisors, were unresponsive to local officials, and state agencies endeavored to preserve their influence over all programs affecting the people of Iowa.

Recognizing that a meaningful human resource development program could not be developed within the framework of such a disorganized structure; the Governor directed the Manpower Development Council, early in 1966, to develop a coordinating committee that would:

1. Provide a format for the exchange of information on activities, programs and services of agencies and their effectiveness in meeting the needs of people.

2. Provide for discussion of future needs of Iowan's - and of programs designed to meet such needs. To identify gaps in services and plug such gaps, if possible.

3. Provide the vehicle to coordinate the services of agencies concerned with human resource development.

Committee Composition:

Agencies and departments initially participating in the State Manpower Coordinating Committee were:

1. The Iowa Employment Security Commission
2. The State Department of Health
3. The State Department of Welfare
4. Iowa Board of Control
5. The State Office of Economic Opportunity
6. The Bureau of Apprenticeship and Training

7. State Department of Public Instruction (which included several of its divisions such as:
    a. The Division of Vocational Rehabilitation
    b. The Division of Adult Basic Education
    c. The Division of Area Vocational Schools
    d. The Division of Manpower Training
    e. The Division of Vocational Training
    f. The Division of Title I Programs

The State was divided into sixteen Area Manpower Coordinating Districts along the lines suggested by several studies conducted for the State Office for Planning and Programming. The Districts also closely paralleled the suggested area vocational school districts being formed at that time.

As originally conceived, each member agency of the State Manpower Coordinating Committee would tenatively, insofar as possible, recognize the sixteen Districts for planning purposes.

Regularly scheduled monthly meetings of the State Committee were productive at the onset. Agency and department heads were anxious to exchange information and made honest efforts to pass such information on to their local or operating counterparts. Each agency contributed information on existing and contemplated programs for a monthly publication "The Manpower News."

For the most part, all participating agencies cooperated in identifying problems and discussions on how to fill gaps in services. However, each agency placed certain limitations or reservations on coordinating its programs with other agencies. Although coordination was encouraged by a participating agency; it was often the local office that interpreted and implemented any new procedures. Specific guidelines were lacking in many cases and no sanctions were imposed if not carried out.

Effective and meaningful coordination was achieved under the guidance and dedication of a number of local agency heads. For example:

1. Several Community Action Programs developed effective outreach services for Manpower Training Programs.
2. The Council's State-wide On-the-Job Training Program was successfully linked to the Title V Work Experience Programs and to certain N.Y.C. Programs.
3. The State-wide OJT Program was linked to Penal Institution programs for job training and placement of parolees.
4. Coordinated activities between C.A.A.'s and health programs enhanced the delivery of services in rural areas.
5. An experimental human resource development center in a rural C.A.A. was outstandingly successful. This program developed a highly efficient outreach processing, training, placement, and tracking system that has been implemented, with modifications, by other rural C.A.A.'s.

While the early efforts of the State Manpower Coordinating Committee were only partially successful, they were extremely helpful in laying the foundation for the later development of the Coordinated Area Manpower Planning System. (CAMPS)

## B. Coordinated Area Manpower Planning System - 1967

The State Manpower Coordinating Committee with its sixteen

Area Manpower Coordinating Districts was absorbed into the State Coordinated Area Manpower Planning System.

Following the vague guidelines in the original issuances, 1 & 2, the State Committee was enlarged to include representation of: (1) the U.S. Department of Agriculture (local office), (2) the local representation of the U.S. Civil Service Commission, (3) the Extension Service of the Iowa State University, (4) the president of the Iowa Community Action Program Directors, (5) the Regional Office of the Office of Economic Opportunity and (6) the Iowa Civil Rights Commission.

Area Manpower Coordinating Committees were formally established in each of the sixteen areas originally designated (and mentioned above). Area committee membership closely paralleled membership on the State Committee with variations and exceptions permitted to fit the peculiarities of each area.

Each agency became active by its department head's signature to the Coordinated Area Manpower Planning System directive. Local agencies (as contrasted to the previous effort) were directed by the parent agency to participate on the area committees.

The Coordinated Area Manpower Planning System differed from the State Manpower Coordinating Committee in the following significant respects:

Coordinated Area Manpower Planning System activities involved fiscal planning for 1968. Agencies began thinking in terms of coordinating funds. The terms "joint-funding" and "cross-funding" emerged making each agency more conscious of the various financial resources available and, perhaps for the first time, aware of the need to coordinate services and programs.

Monthly meetings were held by both State and Area Coordinated Area Manpower Planning System Committees. Subcommittees were in many cases appointed to research various aspects of the program. The Manpower Development Council filled in obvious gaps in directives issued by the Federal Government and assigned planning (and data) forms for the areas to use to standardize activities and reports. Technical assistance was given to each Area Committee during the several stages of the development of the final 1968 plan.

The final State report, plus several amendments requested by Regional Officials, was submitted in August, 1968.

The 1968 State Coordinated Area Manpower Planning System program experienced many of the problems that beset the State Manpower Coordinating Committee, as previously mentioned. Although it was a vast improvement over the less structured Manpower Coordinating Committee, the system had several serious faults that prevented the development of a truly workable cooperative plan. These included:

1. Degree of priority for the program while some federal and state agencies gave only token assistance, others responded enthusiastically.
2. Vertical dissemination of information. Each agency interpreted to its state and local counterparts its version of the program and the ultimate goals. This resulted in confusion and misinterpretation of each agency's responsibility and, ultimately, its contribution to the overall effort.
3. The necessity of timing in preparing coordinated plans. Many Federal-State programs are based on grant-in-aid formulas. In numerous cases, a State Agency cannot make realistic commitments until state appropriations are acted upon by the legislature. These appropriations are often unpredictable.
4. The almost complete lack of guidelines from the Regional Coordinated Area Manpower Planning System Committee resulted in a "play it by ear" type of operation. In lieu of prescribed guidelines, we devised our own which were incompatible with later Federal issuances.
5. The State Coordinated Area Manpower Planning System Committee was (and some area CAMPS Committee were) too large and heterogeneous. Some agencies had a direct interest, others a very remote relationship. The degree of

participation was usually in direct proportion to the agency's involvement in human resource development programs. Department heads who could not afford to devote time to attend Coordinated Area Manpower Planning System meetings would send subordinates. They often were not authorized to make decisions for their department, and/or were unfamiliar with the work of the Committee and added little to the planning process.

6. The Manpower Development Council provided all of the funds and resources for the 1968 Coordinated Area Manpower Planning System Program. If to be continued, the Coordinated Area Manpower Planning System should be separately and independently funded.

With the above in mind, the Manpower Development Council's objective was to improve upon the system, and to develop a more coordinated plan for fiscal 1969.

## C. Coordinated Area Manpower Planning System - 1968

Utilizing the experience gained over the past two years, the Council moved quickly to re-structure the Coordinated Area Manpower Planning System Program. The State Committee was reduced to five (5) executive members representing agencies or departments directly concerned with human resource development--all of whom received Federal funds for the implementation of programs. These agencies were: The Iowa Employment Security Commission, The Iowa State Manpower Development Council - Office of Economic Opportunity (and OJT Division), The State Department of Public Instruction (including the Division of Vocational Rehabilitation), the newly organized Department of Social Services, and the State Office for Planning and Programming.

The Executive Committee appointed a working committee of staff personnel from each department to do the actual planning, subject to the approval of the State Committee.

Coordinated Area Manpower Planning System planning areas were re-structured to comply with areas designated by the Office for Planning and Programming. The new areas differed only slightly from areas used for fiscal 1968 planning.

A Coordinated Area Manpower Planning System committee is organized in each of the Areas composed of local representatives of the agencies represented on the State committee. Area Committees are responsible for developing an area plan to be incorporated into the State Coordinated Area Manpower Planning System plan.

The working committee at the State level provides the leadership and assistance to the area committees in developing their respective plans. The working committee established data requirements, hammered out common definitions of terms applicable to participating agencies and developed the format in which data would be presented. In addition, the working committee conducted workshop sessions involving the area committees to explain the planning process, Coordinated Area Manpower Planning System plan requirements and assist in resolving local planning problems.

Although the State Coordinated Area Manpower Planning System committee is not in agreement with the plan required by the Regional Coordinated Area Manpower Planning System office, a plan has been submitted for fiscal 1969. Further efforts need to be made by National, Regional and State officials to define the planning system, purposes of planning and the role of each level of government.

## PART II

## Chapter II

## Experimental and Demonstration Programs

Under the Division of Experimental and Demonstration Programs, several unique projects have been developed and operated by the Manpower Development Council. In most instances, projects were designed to meet an apparent or established need, a gap in services identified by the staff or brought to the attention of the Council.

All projects (except OJT) were implemented on a short-term basis as an experiment or demonstration to determine further need, feasibility of operation, or to demonstrate operational techniques, methods and theories.

The major projects undertaken are as follows:

### I. The Mobile Manpower Information Center

The dissemination of information to people who are most concerned with the various human resource development programs offered at the federal, state and local level is one of the major functions of the Iowa State Manpower Development Council and one of the most difficult to perform.

A large number of individuals in Iowa are unaware of the nation's human resource development programs such as On-the-Job Training, Vocational Rehabilitation, Area Vocational Schools and Community Colleges, poverty programs, etc. Those who know the least about what is available are often the ones who are most in need and for whom the programs are designed. Often they have no knowledge of the existence of programs which could help them improve their employability by training for better jobs in the labor market.

Not only is the information not readily available to them; but when it is, it consists of pamphlets or brochures which do not seem to answer their own personal problems.

Who are these people who need to know about the human resource development programs? Examples are:

(a) Youngsters who grow up on small family sized farms who must seek employment elsewhere.

(b) Youth from rural villages where economic growth is static.

(c) Displaced older workers with limited skills. (Especially those in rural areas.)

(d) Persons with physical, mental or social handicaps.

(e) High School drop-outs who drift from community to community.

The Manpower Development Council determined that the lack of knowledge concerning human resource development programs could be remedied by making information on the programs readily accessible to those individuals who most urgently needed it. For this reason, the Council developed, as an experimental and demonstration project, the Mobile Manpower Information Center.

The purpose of the Mobile Information Center was to contact in-school youth, high school drop-outs, and other low income individuals such as the unemployed or under-employed. Contacts were made on a personal basis in counties, cities and towns throughout the state. Through this personal communication effort, individuals could learn of human resource development programs available to them and be referred to an agency which hopefully could help them.

The Information Center contained all of the available data on human resource development programs offered in the state. These included the Manpower Development Training Act programs--On-the-Job Training, Vocational Rehabilitation, Area Vocational Schools and community colleges, Job Corps, Neighborhood Youth Corps, employment services, public health services and services offered by private agencies.

In addition, buying guides for consumers on insurance, cars, food and clothing were also made available.

The Mobile Manpower Information Center was then, an attempt by the Manpower Council to reach people who needed help by going to them in their own locale, talking to them about their personal needs, letting them know who to get help in, and improving their skills for better jobs through available human resource development programs.

Records were kept on the number of people passing through the Information Center and the number of persons referred to the various agencies in each locale the Mobile Center stopped. In addition, those interested in entering a program filled out (in triplicate) one information card which supplied data on age, present income, present employment status and willingness to move. One copy was given to the individual for reference, one copy was sent to the specific agency to which the individual was referred and the third copy was sent to the Manpower Council. The Manpower Council then followed up to determine if the individual entered a program or became employed.

The entire cost of the project was paid by the Manpower Development Council. (Federal United States Department of Labor funds) This included the Mobile Center, the driver-information specialist and his assistant, the posters and all materials used for publicity purposes. The pamphlets concerned with each training program were supplied by the Manpower Council and other agencies involved.

The Center was scheduled into 124 set-up points in 68 of Iowa's 99 counties, giving good statewide coverage to the demonstration.

Thousands of information pieces were disseminated at the set-up points. Hundreds of persons were informally counseled, a vast majority of whom had never been exposed to any human resource development program.

While it is impossible to assess the total contribution by the Mobile Manpower Center to the State of Iowa, we know the effectiveness of the Center surpassed the original goals and, at the same time, revealed problems not previously anticipated. Possible solutions to these problems were found as they presented themselves.

The Council is now in the process of developing plans for the continued operation of the Center through cooperative efforts and funds from several agencies. Hopefully, this will enable the Council to expand the program with an additional Mobile Center and staff to operate it.

## II. Governor's School Dropout Program

Last year in Iowa, approximately 5,000 youth dropped out of public and private schools. The Governor asked, "What became of these young people? Did they just disappear from sight as far as the high school counselors, the Employment Service Offices, employers and training programs were concerned? Or, were some of them given a chance for something better than standing on a street corner, working part time in menial tasks or getting into trouble with the law?"

Hopefully a significant percentage has been helped, because something has been done in Iowa which is considered new, innovative and which has been quite successful.

Now in its second year, the Governor's School Dropout Program has attempted to reach a majority of Iowa youngsters from junior high through high school, who have left school before receiving their diplomas. Governor Harold E. Hughes in cooperation with the Iowa State Manpower Development Council, inaugurated the statewide program in March, 1967 aimed directly at reaching these young people, encouraging them to pursue their goals according to their potential in the area of human resource development.

The project was established as a supplement to the already existing programs operating in state and local Employment Service Offices, the school systems and the State Office of Economic Opportunity.

Initially in the program, Governor Hughes seeks to make direct and personal contact through letters and postcards sent to high school counselors and administrators and to the youth themselves.

Each reported high school dropout who receives a letter from the Governor is asked to consider first returning to school to finish his education. Often going back to school does not appeal to the youngster or is not feasible at the time. Consequently the Governor asks each youth to visit his nearest Employment Service Office for assistance in obtaining employment or entering one of the many manpower training programs.

The letter is intended to acquaint the dropout, immediately after he leaves school, with individuals in positions of providing assistance in finding training for future work or immediate employment. Through the cooperation of Governor Hughes, the Manpower Council, the public and private Iowa Schools, Community Action Agencies, the Iowa Employment Security Commission and its local offices, the dropout has the chance to become aware of the opportunities he has for training and employment.

Total utilization of the Governor's Dropout Program began with the start of school in September, 1967. The program was able to operate on the basis of a complete school year. However, even with the incomplete program from March to May 1967, significant results were obtained. Neil A. Palomba, Phd. , Assistant Professor of Economics and Research Director, Industrial Relations Center, Iowa State University, prepared a complete evaluation of the 1967 Dropout Project. A copy of his publication can be obtained from the Iowa Manpower Development Council--Office of Economic Opportunity, State House, Des Moines, Iowa.

While all data for the 1967-68 program has not been compiled the following statistics provide a general picture of its success:

(a) Over 300 of the state's 600 public and private high schools are assisting in the program. All of the state's larger urban high schools are cooperating.

(b) Over 2,000 dropouts have been reported by the schools as of June 1, 1968.

(c) Approximately 10 per cent (over 200) of the youth replied directly to the Governor's letter stating what action they had taken.

(d) Approximately 500 youth reported to the Employment Service for assistance.

(e) Over 300 youth (mostly in rural areas) have been contacted by local Community Action Agencies who follow up on the youth who do not respond to the Governor or report to the Employment Service.

Dr. Palomba is again evaluating the program so that strengths and weaknesses can be identified and remedied for the coming school year.

The demonstration is carried on within the financial framework of the Manpower Development Council and State Office of Economic Opportunity. No special Federal Funds are required for its operation. Hopefully, the State Department of Public Instruction will, in the future, be able to assume the role of "coordinator" of this program.

## III. On-the-Job Training

In the fall of 1965, surveying the scope, use and effectiveness of the various human resource development programs, the Manpower Development Council determined that Iowa was not participating in community-type OJT programs. The State Manpower Development Training Act Advisory Committee (at that time) responsible for planning and approving federally funded manpower programs had primarily concerned itself with institutional training programs. Little or no effort had been made to develop community-type OJT programs that could more effectively serve Iowa's diverse, widely scattered industries and the disadvantaged persons in rural areas.

The Manpower Council gave technical assistance to the Iowa Farmers Union to develop a rural OJT program in several eastern counties. However, unable to find an interested agency capable of administering a program on a statewide basis, the Council requested and received the Prime Contract in December, 1965. The contract was renewed in 1966 and in 1967.

A recent survey conducted by the OJT staff reveals the following information as to the success of the program.

(a) Under prime contract IO-J-15 December 28, 1965 to December 28, 1966, amended to February 28, 1967, 604 persons were enrolled in training which 443 completed; and as of April 1, 1968, 207 remain employed by the sub-contractor or in other training related jobs. All are earning considerably above the Federal minimum wage.

(b) Under prime contract No. 17-7-3003-000 December 28, 1966 to December 28, 1967, 591 persons were enrolled in training

> which 435 completed; and as of April 1, 1968, 286 remain employed by the subcontractor or in training related jobs.

For comparison, Manpower Development Training Act Institutional training statistics indicate that approximately 58 per cent of those completing training find employment in training related fields.[1] This ratio would be more impressionable if it were based on follow-up contacts with all trainees completing the courses. The fact is, however, that the percentage figure is based on the number of follow-up forms returned to the Employment Service by the trainees. In Iowa, MDTA Institutional data is based on a 50 per cent response to follow-up efforts.

In other words, the 58 per cent figure is based on data collected on 50 per cent of the trainees completing the institutional course. (NOTE: Completion ratios vary, but in Iowa, they run about 70 per cent of those entering institutional training.)

A close analysis of the statistics on the Iowa OJT program reveals that under the fiscal 1966 Prime Contract, 74% of those entering training completed. Based on follow-up efforts of this Agency which 83 per cent of the persons completing training were traced; approximately 48% of the trainees are now employed in training related jobs. This data is on persons who were in OJT training seventeen to twenty-seven months ago! Institutional follow-up data are based on a 12-month period.

Under the fiscal 1967 Prime Contract, approximately 75 per cent of those entering OJT completed the program. Based on the follow-up efforts (83 per cent of trainees traced) approximately 60 per cent of the trainees were found to be employed in training related jobs. These statistics indicate a substantial improvement in the program even though more restrictive "disadvantaged" guidelines become effective during the latter contract.

A review of the progress on the fiscal 1968 Prime Contract (No. 17-8-3002-000) indicates placements are running ahead of schedule and increased interest in subcontracting reveals the program will exceed efforts of the two previous contract periods.

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[1] Contributions and Costs of Manpower Development and Training, Garth L. Mangum, The Institute of Labor and Industrial Relations, the University of Michigan, Wayne State University.

Under the present contract with the Labor Department as well as the one signed in 1966, a new phase of training has been included in the program. The new addition, called Coupled-OJT, provides for vocational and remedial classroom instruction to those trainees who need it, prior to placing them on the job. The classroom training programs are designed by the State Department of Public Instruction and supervision and training is usually carried out by the Area Vocational Schools in the state. With this combination of classroom training and learning while on the job, the individual has a better chance of preparing himself for a permanent place in the labor market. Some examples of Manpower Development Council coupled programs are meat cutting, farm equipment mechanic, alteration tailoring, printing and work-preparation courses.

The Iowa OJT program is unique because it is statewide in scope. Sub-contracts have been developed in 90 of the State's 99 counties. Trainees from 96 of the 99 counties have entered the program.

Trade and business associations actively solicit members to participate as subcontractors providing a wide variety of training situations for potential trainees. Likewose, cooperation with State and local labor organizations have been excellent. The program has been endorsed by high-level labor officials of the AFL-CIO as well as various sub-divisions and trade councils.

While several states have since developed statewide OJT programs, Iowa was the first to undertake such an ambitious program. As a result, the Council staff has assisted several states in writing OJT proposals for statewide prime contracts and given technical assistance to several states initiating such a program.

In addition to the above, the Manpower Development Council's OJT program has developed some innovating and imaginative subcontracts and "combined" projects with other programs. Examples of these are:

1. A combined project with Title V Work Experience Programs to train ADC mothers to be teacher-assistants and schoolaides (Title V funding the first phase of the training and OJT the second.) The program has been highly successful in training and placing the trainees in permanent jobs.

2. A combined program with Neighborhood Youth Corps programs for OJT to pick up Neighborhood Youth Corps trainees after thorough testing and pre-vocational experience in the program.

3. A coupled program at the Work-Release Center for prison inmates eligible for work-release. Institutional or classroom training in work-preparation, and reorientation to work followed by OJT placement.

While it was originally intended to "spin off" the OJT Program to a suitable line agency within the framework of Iowa state government, reorganization proposals before the Iowa General Assembly should be implemented before further efforts along this line are undertaken.

Plans are now underway to place the OJT Program under the Iowa Employment Security Commission in fiscal 1969; a move which will provide that agency another tool for human resource development.

In the event the above transpires, the Council has recommended that the Employment Security Council restructure its internal organization to include a separate Bureau of Training and Re-training Programs.

## IV. Governor's Guest Program

Because of his concern for the young people of Iowa to learn about state government and its officials, Governor Hughes asked the Iowa State Manpower Development Council to prepare a program which would allow youngsters to visit the state capitol in Des Moines as his guests.

The Governor's Guest Program focused on economically and culturally disadvantaged youth. The Governor felt that most youngsters in Iowa will have the opportunity to visit the capitol, but many deprived youths will never have a chance to meet the Governor or state officials or tour the capitol.

Consequently, these young people often grow up with a vague picture of state government. They have difficulty realizing state officials are men and women whose obligation is to serve the people of the state. Usually they have an alien feeling toward officials whom they think are not concerned with their problems.

Recognizing this situation, Governor Hughes felt that an introduction to state government could be accomplished by bringing the youngsters to Des Moines to tour the capitol and to visit with him, and with Mrs. Hughes at the Governor's Mansion.

Two separate procedures were tested for the Governor's Guest Program. The first was a comprehensive program in which the young people were bused in from Waterloo for a full day of educational and social activities. The second program consisted of a visit at the Governor's Mansion for discussions on state government, its role and responsibility to its citizens. The youngsters all came from Polk County (Des Moines) for the visit.

The young people, who ranged in age from 14 to 17 years, were chosen from families defined by the guidelines as low income, according to the Neighborhood Youth Corps projects.

The Manpower Development Council arranged the Governor's Guest Program with the assistance of Domestic Student Exchange and in cooperation with staff officials. The program was designed to be educational and, at the same time, enjoyable for the youths.

The schedule for the Governor's Guest Program was prepared by the Manpower Council staff. They were responsible for contacting state officials to request their participation and cooperation, for reserving rooms at the YMCA for the luncheon and at the Capitol, preparing for the tours and arranging for free transportation, lunches, refreshments, etc.

The Governor's Guest Program was considered extremely successful based on the reaction of the youth who participated. While such programs are difficult to fit into the busy schedule of a Governor, it is our hope that they can be continued throughout the year.

## V. The Iowa Training and Re-Training of Youth Program (I-TRY)

In the summer of 1967, at the urging and under the guidance of Governor Hughes, five of Iowa's major cities formed non-profit corporations comprised of private business leaders and citizens. The businessmen pledged their financial support toward the development of a program which would enable youth, ages 14 to 21, to obtain meaningful full-time summer employment and part-time employment during the school year.

Approximately one thousand metropolitan Iowa youth, the majority of whom came from disadvantaged homes, participated in the summer program. The private non-profit corporations raised over $350,000 to pay wages and the work sites were provided by city, county and state agencies.

The significant aspect of the program was the coordination and cooperation developed between the agencies and business leaders. The working relationship exemplified by both the public and private sectors indicated the tremendous potential for future program development through the same or similar groups.

The privately financed programs were unique because they represented a total commitment from the private sector of the community focusing on one of the most crucial problems facing our nation's cities. . . finding meaningful employment and work-training for young men and women between the ages of fourteen and twenty-one. In the development and implementation of such programs, State and local agencies joined together with the private sector to become cooperatively involved in attacking a problem with a high degree of success.

The community corporations used their remaining funds to continue similar work training programs for youth who were in school during the year 1967-68 and made tentative plans for larger summer programs for 1968. Considerable effort was made to locate youth in private businesses and industry to provide needed income so that they may continue their education.

In several of the community programs continuing activity through the school year, intensive counseling and social development services were provided. These programs were limited only by the availability of financial resources.

The private sector, through such non-profit, community based corporations, have adequately proven they can effectively deal with the problems of impoverished youth that lead to social unrest and racial disturbances. In spite of the very generous financial dedication displayed by private businessmen, they alone cannot support the expanding programs being designed to meet the needs of their community. Federal assistance, for ancillary and supportive services, would provide the necessary financial support so vitally needed and, in all probability attract additional contributions from private donors for other components of the programs.

Therefore, on the direction of Governor Hughes, the Manpower Development Council developed a project to demonstrate that:

--the private sector of a community through a working and financial relationship with the Federal Government can develop new, unique, and meaningful youth training, re-training, and employment programs and take over some of the responsibility totally assumed by the Federal Government at the present time.

--through such private-federal funding arrangements, administered directly through the Office of the Governor, more local financial support will be forthcoming.

--such programs will result in wider community participation by employers, public and private, social welfare agencies, and city and county governments. This assumption based on the logic that where local private funds are invested, more interest and participation follows.

--valuable research and utilization data can be obtained from such a demonstration to be duplicated in other states and/or communities or built into existing youth training programs presently administered by such agencies as the Bureau of Work and Training Programs.

On April 1, 1968, the Governor's Office, through the Manpower Development Council and State Office of Economic Opportunity, entered into a contract with the United States Department of Labor-Manpower Administration to carry out such a demonstration. The United States Department of Labor provided $112,500.00 in funds to match $450,000.00 in local private contributions (from the non-profit corporations).

To date (September 1, 1968) contracts with five non-profit corporations have been developed, on a matching basis of one I-TRY dollar to four local dollars to initiate and operate year-round work-training for disadvantaged youth. Two other Iowa cities have expressed an interest in the program and negotiations are underway with non-profit corporations in these communities.

As the result of this demonstration perhaps new, creative techniques can be developed in the funding, sponsorship and operation of youth programs. Iowa State University is conducting research and doing an evaluation of the program as it evolves. Valuable utilization data will be submitted to the Manpower Administration by the University.

## VI. Interstate Labor Mobility Project

In May of 1968 the Council entered into a demonstration agreement with the United States Department of Labor (Manpower Administration) to provide farm employment opportunities and supportive services to unemployed persons in Alabama and Mississippi.

The project is designed to determine the feasibility of re-locating unemployed workers, with farm backgrounds, in a supply area to farm jobs in a demand area. Star, Inc., headquartered in Jackson, Mississippi is administering recruitment and mobility funding.

The goals of the project are to demonstrate:

A. Methods of developing and coordinating supervised interstate labor mobility programs between two or more states initially involving thirty families.

B. Methods of balancing the supply and demand for labor by identifying eligible, unemployed persons desiring employment and on-the-job training in industry and agriculture on the one hand, and industry and farm operators in need of permanent, full-time workers willing to give training on the other.

C. Methods of developing relatively low cost training or re-training programs by utilizing supervised on-the-job training instructions coupled with supplemental training for the adult members of the trainees' family.

D. Methods of enhancing the permanency of the mobility process by intensive preparation of the participant and his family, the employer and the surrounding community.

The program has had a number of successful placements and several failures when the family returned to Mississippi for personal reasons. The program has not been in operation long enough to draw any conclusions or develop findings. Iowa State University has contracted to evaluate the program and is in close contact with the Mobility Project Staff.

## PART II

## Chapter III

## Programs Developed Through Technical Assistance of Manpower Development Council

Over the past three years the Manpower Development Council rendered technical assistance to numerous public agencies, private agencies, and institutions. The over-all program covered a wide variety of needs, services and programs. Professional assistance was given in a variety of ways. In some instances, informal conferences and discussion sessions were held to "staff" a particular problem or idea. In other cases, a staff of manpower specialists would give direct assistance in writing or developing a program or project, either for another public agency or for private agencies or institutions.

The following are a few of the more outstanding examples of professional technical assistance:

### I. Survey of Non-White Employment in Iowa State Government

Upon the request of Governor Hughes, the Council made a survey of the number of non-white employees in Iowa state government. The data was needed to determine if additional emphasis needed to be placed on recruitment, or a re-examination of the State's hiring practices.

The survey indicated that out of 14,258 employees, 297 were non-white. Percentage-wise this constituted 2.1 percent of those identified.

As a result, the Governor issued Executive Order #9, which placed more emphasis on fair employment practices and enforcement. The survey was of great value to the Iowa Civil Rights Commission.

## II. Combination Sheltered Work and Career Motivation Program

A group that can be regarded as one of the most disadvantaged is the mentally retarded. Because of their handicap, the mentally retarded cannot qualify for many jobs in the labor market. They are often not trained for any labor skills. Consequently, they are unable to obtain employment and a lack of employment leads to poverty. In addition, they often lack the social skills necessary to work with others in group situations. For these, and many other reasons, the mentally retarded are in a desperate situation when faced with getting a job.

Another problem closely related to the disadvantages of the mentally retarded is the lack of a sufficient number of professional people who work with them. In Iowa alone, in 1967, there was a need for 800 special education teachers. There was a similar shortage of social workers, psychologists, physicians, nurses and others in health related fields who work with the mentally retarded. Many agencies in Iowa find it difficult to recruit and hire these professional people; consequently new programs at both the community and state level cannot be developed as readily as could be possible. Recruitment of high school and college students interested in a career working with the mentally retarded is regarded as a necessity if the mentally retarded are to be allowed to work to their potential.

With these two major problems in mind, in the summer of 1966, the Iowa State Manpower Development Council, through liaison and technical assistance to the Iowa Association for Retarded Children, developed a summer work program for mentally retarded youth and interested high school seniors. The summer program consisted of two separate projects, the "Sheltered Work Project" for the mentally retarded and the "Career Motivation Project" for high school seniors. The two projects were totally dependent on one another.

The program was developed with a two-fold purpose in mind. One, to recruit high school seniors who expressed an interest in a career working with the mentally retarded, and two, to provide selected work experience to unemployed mentally retarded youth in a setting conducive to the formulation of good work habits and aptitudes.

The two groups were employed side by side in a work situation. The high school youngsters were not responsible for the mentally retarded; instead they worked together, got to know each other, helped each other and gained an understanding of each other.

Five parks operated by County Conservation Commissions or City Park Commissions were selected as sites for work experience. Fifteen mentally retarded youth and fifteen high school seniors (student trainees) worked together in each of the five parks.

Work performed in the parks included anything from basic conservation, to building and painting shelter houses. Some work was also done in day care centers, day camps, craft classes and recreation activities.

Student trainees were selected on the basis of their interest in a career working with mentally retarded in order to give them the opportunity of working and socializing with them. In addition, the trainees had the opportunity of meeting and working with professional people already involved in working with the mentally retarded.

The mentally retarded youth were, for the most part, in the educable mentally retarded classification. They were of the same chronological age as the student trainees.

Each youth working in the project was paid $1.25 an hour. The groups worked together four days a week for eight weeks. The fifth day, the student trainees spent visiting diagnostic clinics, day care centers, Sheltered Workshops, etc. The trainees took advantage of this day to gather information on careers, and to observe and discuss the different programs in each health related field with professional personnel.

In order for a program such as the summer work project to succeed, full cooperation was necessary between all agencies and organizations involved. Through its technical assistance and liaison, the Manpower Council was able to bring together the relevant groups needed in the program. The following agencies indicate the type of cooperation and coordination enlisted for this project:

(a) The Iowa Association for Retarded Children
(b) OEO-Neighborhood Youth Corps
(c) The Iowa State Conservation Commission

(d) County and City Conservation Boards
(e) State 4-H Club Office
(f) The Iowa State Department of Public Instruction
(g) U.S. Public Health Service
(h) The Iowa Employment Security Commission

An evaluation of the summer work program indicated that both of the basic purposes of the program were adequately fulfilled. Each group gained substantially. The student trainees were exposed to professionals involved in work with the mentally retarded. At the same time they developed an awareness of the mentally retarded as individuals and therefore gained an understanding of some of their problems.

The mentally retarded youth gained, through a work experience situation, an idea of the values and responsibilities of a job. They were also involved in a semi-social experience of communicating with others, something many of them had never had before.

In addition to the obvious purposes, the public parks in which the youths worked also gained because of the improvement of their facilities.

## III. A Comprehensive State-Wide Program to Combat Alcoholism in Iowa

Alcoholism is recognized as the fourth major national public health problem yet there is little being done in the nation to rehabilitate the alcoholic and get him back into the labor market. "Drying out" the alcoholic is not the solution to this problem because alcoholism is not only a problem in itself, it is a stepping stone to other serious problems.

Alcoholism leads to poverty by affecting the individual's personal functioning, his social functioning, his job performance and if often leads to loss of work and/or total vocational incapacitation. It can lead to family disintegration, divorce and ultimately result in complete economic dependency.

Early in 1966, Governor Harold Hughes and Office of Economic Opportunity Director, R. Sergeant Shriver discussed the idea of establishing a demonstration project using Iowa as the area for a statewide assault to combat alcoholism. At that time, however, the Office of Economic Opportunity had neither the experience nor adequate research data to clearly define the relationship between alcoholism and poverty.

In order to develop such a large scale program, Governor Hughes and Director Shriver realized there were several problems which had to be overcome: at that time there was no single agency in Iowa that provided comprehensive planning and coordination of alcoholism programs, either at the state or local level. There was no group that the Governor could ask to undertake such a task.

Another problem was the lack of well-trained professional people in the state who worked with alcoholics by providing treatment or rehabilitation. The services offered to aid alcoholics were minimal.

A third major problem was the alcoholic who more often needed help but was unable to pay for the services necessary for his rehabilitation.

Governor Hughes asked the Manpower Development Council to form a liaison committee to clarify the relationship between alcoholism and poverty and to determine the possibility of obtaining a grant from the Office of Economic Opportunity. Many state, local and private agencies concerned with the problems of alcoholism and/or poverty were contacted, and the vast majority of them concurred with the premise that the two problems have a definite relationship.

According to the information received from various agencies throughout the state and country, the consensus of opinion was that an attack on alcoholism in Iowa would result in an attack on both poverty and alcoholism.

In June 1966, as a result of research data and a thoroughly developed program proposal, Iowa was granted funds from the Federal Government for the development of the Comprehensive Statewide Program to Combat Alcoholism.

The program was designed to attack alcoholism and poverty at the same time by providing well-trained staff to plan, coordinate and stimulate the services for alcoholics, on a state-level.

The Project established eight Alcoholism Community Service Centers directly responsible to a State Director and his Advisory Board. The centers are located throughout the state to work with local professional personnel involved in the Project. They also provide direct assistance to the alcoholics through assessment, referral, intensive follow-through and residential care.

With the development of the State-Wide Program, both Governor Hughes and Director Shriver considered, that in terms of research and demonstrated effort, the project would provide valuable information for future alcoholism-poverty planning throughout the country.

The total length of the Project is 32 months. It began June 30, 1966 and will end February 28, 1969. It is anticipated that the program, if funded after 1969, may be established permanently.

The Iowa State Manpower Development Council, working in its function of providing technical assistance to agencies and organizations in the state, was responsible for much of the groundwork in the development of the Project. When assisting Governor Hughes, it set up the step-by-step procedure for the implementation of the program and wrote much of the proposal, including preparation of the budget.

In addition, the Manpower Council researched all the available data relating alcoholism to the problems of poverty. The Council also provided facilities for meetings with representatives of the federal government and state and local agencies.

The project has been outstandingly successful in carrying out the objectives of demonstration. Many states and cities have sent their representatives to Iowa to review the operations of the program. The last General Assembly of the State of Iowa enacted legislation which statutorily creates a department on alcoholism and provided state funds for matching funds.

## IV. The Iowa Crime Commission

In March, 1966, President Lyndon B. Johnson addressed a message to Congress indicating strong concern for the increasing crime rate in the United States. Following the message, United States Attorney General Nicholas B. Katzenbach, issued an invitation to all states to establish Governor's Planning Committees on Criminal Administration. By request of the President and Secretary Katzenbach, the states were asked to cooperate with the National Commission on Law Enforcement and Administration of Justice in a coordinated nationwide counterattack on crime.

The purpose of the Crime Commissions would be to assess local problems of law enforcement, criminal justice and corrections; collect data on state needs, investigate potential solutions, and plan for greater cooperation between state and local agencies in the crime control and prevention areas.

There are several agencies within the state of Iowa responsible for the varied aspects of criminal administration. However, when the invitation from the federal government was issued, there was no single agency in the state that the government could contact for comprehensive planning in all aspects of criminal administration, including prevention, law enforcement, criminal justice and corrections.

The Governor of Iowa, Harold E. Hughes, explored with the state universities at Ames and Iowa City and the Iowa Council on Crime and Delinquency (a volunteer agency) the potential for planning a statewide program in law enforcement and criminal administration. However, these organizations had neither the facilities nor the staff to prepare such a comprehensive program. The Iowa Council on Crime and Delinquency was at that time preparing a report for the National Crime Study and was unable to devote time to planning the project.

Therefore, Governor Hughes asked the Iowa State Manpower Development Council to examine all aspects for a possible program and develop a project proposal acceptable for the State of Iowa and the Office of Law Enforcement Assistance, U.S. Department of Justice.

The Manpower Development Council Staff, working with the Governor's Office, agency representatives and other interested individuals, designed the proposal for the Iowa Crime Commission incorporating the guidelines established by the Office of Law Enforcement Assistance of the Department of Justice.

Specific goals were developed from these national guidelines relevant to the situation in Iowa, its goals and purposes. Three strategic purposes were outlined: (1) An assessment of the present activities and resources of all aspects of criminal administration in the state; i.e. , what was presently being done in the state in regard to preventative enforcement and judicial and correctional programs. (2) Identification of the immediate problems facing the existing agencies and assessing the value of old and new programs.

(3) Development of a plan, whereby, through coordination of resources, both state and local, more effective programs could be prepared according to priority of the problems, legislative needs or expansion of services.

In addition, the Commission will recommend programs for more efficient operations, attempt to integrate existing services for more efficiency, collect data and research and evaluate all projects.

In order to assist the Crime Commission in the project, a multidisciplinary Committee on Planning and Evaluation in Criminal Administration was created. This Committee will give technical assistance and offer recommendations regarding policy to the Director of the Crime Commission. It is composed of state and local representatives of professional organizations in criminal administration and citizens interested and knowledgeable in the field of criminal administration.

The project for the Iowa Crime Commission was funded early in 1967. Actual operations began in April, 1967. The program, as prepared and outlined by the Manpower Council staff for the State of Iowa, has been used as an example for other states interested in creating their own Crime Commissions. Technical assistance was provided to Nebraska and Indiana during their planning stages.

## V. Handbook for Estimation of Labor Supply by Use of a Community Survey

The Manpower Development Council found that few communities in the state of Iowa had accurate or up-to-date data concerning the available labor supply in their specific locale. Not only was the information not available, but also the Council discovered the communities had few alternative sources from which to draw this data.

Knowledge of the available labor supply in a specific location can be a valuable asset if a community wishes to attract new industry to its area. Many large industries interested in moving to a community must prepare their own surveys to estimate the potential labor supply. A community which can supply completed information will perhaps aid a company in making its decision.

The only information now available to communities is the report of the United States Population Census. The Census reports however do not present data on the labor supply for all communities in the

United States. In addition, Census information quickly becomes outdated because it is compiled every ten years.

The responsibility for determining the labor supply of a specific area then rests on the citizens of each community.

In order to give technical assistance to communities in finding a workable solution to this problem, the Iowa State Manpower Development Council, in March, 1967, published a handbook which would provide a fairly simple tool to estimate the present labor supply in a specific locale, such as a county, city or town.

The "Handbook for Estimation of Labor Supply by Use of a Community Survey" was prepared by Manpower Council Consultant, Neil A. Palomba, Ph.D., Assistant Professor of Economics at Iowa State University's Industrial Relations Center.

The purpose of the Handbook is to assist communities in preparing, with the help of a professional survey center, a sample survey which will result in an accurate estimate of the labor supply of a specific locale. The Handbook explains how the survey can be prepared and administered at minimum cost and time.

## VI. Job Vacancies in Iowa Manufacturing Establishments

With the development of Area Vocational Schools and Community Colleges in the State of Iowa, there became an immediate and critical need for occupational employment data. In order to offer the most relevant courses of training in these schools, it is necessary to have a knowledge of what jobs and skills are in demand and what jobs have an excess of already trained personnel.

Planning and coordinating the curriculum for the Area Vocational Schools both at the state and local level was hampered by the lack of current information concerning (1) the demand for particular skills, (2) the occupations to teach or train, and (3) the possibility of developing communication between business and industry and the educators who develop the curriculum. With continual communication between these groups, the courses in training would be relevant to the demands of the labor market.

The costs involved in administering the Area Schools make it essential to provide only those necessary programs which are most beneficial to the individual, employers and the tax supported schools.

Not only are the Area Schools hampered by this lack of data, but also other training programs of the Manpower Development and Training Act projects; i.e., On-the-Job Training, need information concerning occupational demands.

The Vocational Education Act of 1965 also provides that occupational needs must be established before Area Vocational Schools are eligible for federal funds.

With this in mind, the Industrial Relations Center at Iowa State University and the Iowa State Manpower Development Council prepared the "Job Vacancies in Iowa Manufacturing Establishments" as the first in a series of survey reports measuring the nature and extent of job vacancies in the state in manufacturing firms.

The purpose of the survey report is to aid in the selection of occupations for training purposes in Iowa's Area Vocational Schools. It is suggested in the report that possible developments may result in a specialization of training among Iowa's schools. In other words, while the demand for a specific occupation may be statewide, the training could be limited to a few schools where the demand may be the greatest. In this way, the need will be met at the statewide level, but the costs of training will be reduced.

Not only are the booklets of assistance in curriculum planning, but they will also be of assistance to a wide range of groups interested in manpower information for planning purposes. The publication suggests that state agencies such as Vocational Rehabilitation, the Employment Security Commission, the Bureau of Labor, the Industrial Commission and various educational institutions could use the series as a supplement in guidance and counseling for career planning.

It was also felt that employers would be able to participate in the formulation of training programs through continuous communication of information on the industry's skilled manpower requirements.

Upon completion of the first "Job Vacancies" booklet by the Manpower Development Council and the Industrial Relations Center, over 2,000 copies were published and distributed throughout the state to various agencies and organizations. Included in the mailing list were the State Manpower Coordinating Committees, the State Advisory Committee, Vocational Rehabilitation, the State Department of Public Instruction, the Employment Security Commission, the Department of Social Welfare, the Industrial Development Committee, the Office of Economic Opportunity, the Bureau of Apprenticeship and Training, high school counselors, County Extension agents, and those manufacturers in the state who requested copies for their own personal use.

The Manpower Development Council was responsible for liaison and technical assistance in the preparation of the first "Job Vacancies" survey. In addition, they assisted in collecting the data and were responsible for the printing and distribution of the publication. Costs of printing and mailing were paid by the Manpower Council.

## VII. Resource Book on Opportunities in Apprenticeship and Skilled Trades in Iowa

The opportunity to enter into an apprenticeship training program or a skilled trade hinges first on the individual's awareness of what programs are available to him. The youth who is interested in finding a trade often does not know (1) how to go about entering a program, (2) what is expected of him, or (3) what to expect of the trade. Without knowing what is available or who can help, he will often give up and find a job which requires no skill and which leaves him dissatisfied.

The first step to alleviate this problem is disseminating information on what is available to individuals concerned with helping all those potentially capable of entering apprenticeship programs and skilled trades.

Presently, the sources of available information are compiled on a national level, and each publication covers a specific area. Because dissemination of vital information is important to the over-all function of the Manpower Development Council, it published a resource book entitled, "Opportunities Apprenticeship and Skilled Trades in Iowa."

The resource publication pertains to 37 apprenticeship programs available in the state of Iowa and registered with the Bureau of Apprenticeship and Training. The resource book lists the apprenticeship programs in alphabetical order and each trade is summarized in six categories. The categories include: (1) usual duties; (2) qualifications; (3) Occupational Aptitude Test Pattern; (4) length of apprenticeship; (5) wages; and (6) contact personnel.

The purpose of the source book is to develop an awareness in individuals such as high school counselors or employment office personnel of the available apprenticeship programs and the pertinent data needed to help those interested in entering a trade.

Published May, 1967, 800 copies of the resource booklet were distributed throughout the state of Iowa to high school counselors, Employment Office personnel, Community Action Programs, unions registered with the Bureau of Apprenticeship and Training and Vocational Rehabilitation Centers.

The Manpower Development Council utilized the mailing lists of the State Department of Public Instruction, the Iowa State Employment Security Commission and the Bureau of Apprenticeship and Training.

The entire cost of publication, including printing, binding and mailing was paid for by funds of the Manpower Council.

Demand for the first edition exceeded the supply and a reprinting was necessary. The second revised edition is presently being compiled for publication after January 1, 1969.

# PART II

## Chapter IV

## Utilization

In the original proposal for the establishment of the Iowa State Manpower Development Council the primary functions of the agency were outlined as follows: (1) coordination, (2) technical assistance, (3) liaison, (4) information dissemination and (5) special projects.

In the broadest sense, the utilization of Manpower Council staff experience and know-how in assisting other cities, counties and states in the country can also be considered a basic function, especially at this time when the results of many of the projects can be critically examined.

Whenever an original idea is conceived and attempted, it meets with a great deal of interest and anticipation. It is only logical to expect results from programs, whether they may be positive or negative, and the Council staff feels an obligation to disseminate information on its programs and offer assistance to others concerned with similar manpower projects.

Throughout the year 1967, the Council distributed published staff reports, accounts and information to a variety of organizations and agencies. Requests for such information have come from virtually hundreds of cities, local organizations, and states.

For example, the Council's Progress Report which is published bi-monthly, is distributed regularly to 165 different organizations or agencies such as The Manpower Administration of the U.S. Department of Labor, presidents of colleges and universities, libraries, special Manpower Programs, all other Experimental and Demonstration Projects, the Ford Foundation, state government offices and also, upon request, to graduate students and other interested citizens or organizations.

Project Profiles, a series of individual reports on Manpower Council activities are sent to the Office of Utilization, U.S. Department of Labor in Washington, D.C., the Industrial Relations Center at Iowa State University (who also distribute these reports) and to many of the previously mentioned organizations receiving the Progress Reports. Specific Profiles are sent to interested agencies upon request. The Bureau of Employment Security sent a copy of the Profile on the Governor's High School Dropout Program to all state Employment Security Commissions requesting each state to consider establishing a similar program.

The Project Profiles provide agencies with a brief description of the projects, their purposes, solutions and methods of accomplishment. They are not intended to be used as specific guidelines; rather they give a general overview of the special programs.

Manpower consultants have been retained on occasion for preparing special handbooks and probably the publication requested most frequently is Neil A. Palomba's "Handbook for Estimation of Labor Supply by Use of a Community Survey." Libraries, colleges and universities and many communities have been interested in Dr. Palomba's approach and possible utilization of the survey at their particular problem level.

Another widely distributed publication written by Council staff members is "Iowa's Human and Community Development Resources." Again, it has been sent to many agencies and departments, universities and, upon request, to private citizens. This publication has been considered excellent reference material for church groups, community organizations and private citizens interested in becoming involved in programs which attack their community's social problems.

In addition to the distribution of published information, the Council staff has traveled "far and wide" to assist other states and cities in establishing similar manpower programs and statewide On-the-Job Training Programs.

The On-the-Job Training staff has assisted in the following areas:

Arizona

Consulted with the Arizona Joint Economic Development Committee in the development of recommendations to its State Legislature for the establishment of a specified state agency to the prime contractor for On-the-Job Training.

North Dakota

Furnished the guidelines for the development of a statewide OJT Program.

Eastern Seaboard States

During the summer, 1967, the OJT staff participated in a seminar sponsored by the Utilization Division of the Manpower Administration.* Representatives from Delaware, Virginia, West Virginia, North Carolina, Pennsylvania, New York, Kentucky, Maryland and New Jersey attended the conference to discuss development of statewide operations of On-the-Job Training.

North Carolina

In January, 1968, the OJT staff conducted a seminar with the North Carolina State Task Force to assist the On-the-Job Training Program in that state.

Mississippi

Again staff members traveled to this state to assist in writing the project proposal for a statewide OJT Program.

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*Formerly; the Utilization Division of the Office of Manpower Policy, Evaluation and Research.

Manpower Council staff members have also assisted other cities, states and organizations by providing information for, and in the development of, specific manpower programs. A few of the highlights include:

New Jersey

Explained the functioning of the Iowa State Coordinated Area Manpower Planning System program; how the program was established, and how the guidelines were set.

During this meeting the function of the Manpower Council was also discussed with emphasis on some of the specific youth programs coordinated by the Council with the Governor's Office.

Illinois

Corresponded with the Manpower Advisory Council of the State of Illinois in explaining the functions of the Iowa Manpower Council.

San Francisco, California and Buffalo, New York

Worked with the Mayor's Office and the youth coordinators concerning the special summer youth work experience programs developed in Iowa.

Iowa Crime Commission

Manpower Council Specialist(s) assisted several states, including Indiana and Nebraska, in preparing their Crime Commission Project Proposals. Iowa's proposal was considered comprehensive and has been used as an example by other states.

Upon the request of several Governors' staff, prepared and mailed detailed information on Governor Hughes' School Dropout Program.

## Correctional Institutions

Assistance was provided by Manpower Specialist(s) to professional associations interested in developing special manpower programs for inmates and parolees of correctional institutions.

## Inter-Agency Manpower Committees

Following considerable effort in the development of an interagency staff reviewing committee in the West Central Development Corporation, (Community Action Agency), a Manpower Specialist, was called upon to describe and relate the development of this committee to many Community Action Agencies and other organizations in Iowa, as well as in Nebraska and South Dakota.

## President's Council on Youth Opportunity

Director John Ropes related information on the youth programs developed in Iowa to this Council. Emphasis was placed on Operation: Youth Opportunity and other youth employment programs.

These are just a few of the types of activities the Council has been called upon to perform. However, if the Council's programs, for which Experimental and Demonstration funds were granted, are to be regarded a total success, utilization of its expertise and know-how in the field of manpower resource development is a major consideration and necessity.

# PART II

## Chapter V

### Review and Evaluation of Second Phase of the Contract Period

During the second phase of the contract period, beginning in September 1966, the Council incorporated planning into the "project" approach which identified and remedied specific problems, needs, or gaps in service. This method of operation permitted the Council's Planning Division to review statewide human resource development activities, and to identify and refer problems to the other divisions of the Council, i.e. The Division of Technical Assistance and/or the Division of E & D Programs.

More serious problems were "staffed" by Council professionals and one of several actions usually followed:

1. Informally call the problem to the attention to an existing agency or institution whose area of jurisdiction or interest relates to the matter.
2. Formally (or informally) offer advice or technical assistance to an existing agency or institution to find alternative solutions to a particular problem.
3. Formally "package" a program, or proposal for a program, for an existing agency or institution designed to remedy a particular problem and/or answer a specific need.

4. Develop, on an experimental or demonstration basis, a pilot program to test the validity of proposed solutions to needs or problems. Ideally the test program would be conducted by other agencies or institutions, or (as a last resort) by the Council's E & D Division.

While the above system of operations proved viable, occasional problems of communication and coordination hampered expeditious handling of complex problems. For example; the Council's Planning Division, operating as a delegated function under the State Office of Planning and Programming, became overly involved in the planning processes and sometimes failed to provide timely feed-back to the Council.

In other instances, long-established line agencies were oblivious to faults in their own programs, and that attitude resulted in failure to provide reliable data to the Planning Division responsible for developing the State Coordinated Area Manpower Planning System plan. While some of the undetected problems will be identified in developing a coordinated or comprehensive State plan, many will be discovered only in the actual process of providing recipients with a needed service.

In general, the Council found that its three-divisional structure was suitable to carry out its tasks. Clear and/or narrowly restricted divisional duties were never stressed between the Technical Assistance and Experimental and Demonstration Divisions.

The second phase of the contract period brought the Council into closer and more harmonious relationships with other State and Federal Agencies. The initial suspicion and jealousy that had developed between the Council and some long established state agencies gradually dissipated. In fact, many of the agency heads began to look to the Council for leadership, advice, and/or technical assistance in planning, coordinating, and initiating programs.

In some instances such cooperation was necessary to obtain the Governor's approval of a program or to gain his active support, if needed. Over a period of three years the Council has attained stature as a valuable resource to other State Agencies rather than a threat to operations and antonomy.

The future value of the Council (as the State Office of Human Resources) will be enhanced by this favorable cooperative atmosphere.

## Value of Council's Operation to Iowa/to Other States

A review of the activities and accomplishments of the Iowa Manpower Development Council from June 1965 to September 30, 1968 substantiates the conclusion that the Council played a vital role in creating a more fully utilized human resource development program in the State. The Council created an awareness of needs, and possible services to meet these needs on a broader scope and brought together the state agencies involved to provide coordinated solutions for the problems of

Iowa's so-called "second citizens."

While the program is of unique value to the State of Iowa; we are of the opinion that, in varying degrees, some aspects of the Council's operations might be of significant value to other states having similar demographic and economic make-up and governmental structures.

The Council, in fact, has received requests from several Governor's Offices and other agencies dealing with manpower programs for extensive material on programs either now in progress or in a developmental stage.

## Recommendations of the Council

Based on the experience of the Council, the following suggestions and recommendations are offered to other states interested in implementing such a program.

### A. Structure

(1) Within the framework of the Executive Branch of State Government, the Iowa Manpower Development Council reported directly to the Governor. Although physically officed in separate quarters, the Director of the Council maintained close contact with the Governor's Office. Line agency cooperation was requested by the Governor in letters to agency heads. Frequent reports and personal contact kept the Governor informed on all phases of the Council's activities. The Council was permitted wide latitude in the pursuit of its

goals and the Governor personally backed many of its program proposals at the Federal level. On infrequent occasions, he arbitrated disagreements with line agencies until they, understanding the role of the Council, could establish communication on a work level.

The Council could not have carried out its functions under any other arrangements.

Recommendations:

1. Governor's Support

Implementation of a similar program requires the complete support of a Governor. An Office such as the Manpower Development Council must be located within the Executive Office of a Governor, if such a structure exists, or otherwise directly responsible and reportive to the Governor.

2. Internal Structure of Office

The Manpower Council experimented with several organizational structures before settling on the present three operating dvisions. Further changes may be made in the future to improve services of the Council. Throughout its operation the Council placed more emphasis on talent and versatility of personnel rather than specialization in a particular program area.

Recommendation:

While some organizational structure is necessary for the assignment of certain responsibilities, it is secondary to the importance of staff versatility and program flexibility.

B. Operational Procedures

From time to time the Council attempted to design a procedure for operations, but found that the complexities of unforeseen problems often required changes and adaptations in operations. Actually any procedural design that identifies and deals with the problems of human resource development will accomplish the desired result. Early in its operation, the Council learned that it had to be selective in its undertakings. The Council approached its long range goals on a building block or project basis.

Recommendation:

A grand design for operations is not meaningful or practical in discharging duties and responsibilities. To be effective such an Office should not over-extend itself in dealing with every problem identified. Priorities for activities must be established, based on what can realistically (rather than ideally) be accomplished. Long range goals should be established and observed, but developed on a building block basis. The "Project" approach should take long term objectives into consideration.

C. Recruiting and Selecting Staff

The Director of the Iowa Manpower Development Council is appointed by, and serves at the pleasure of, the Governor and is given full responsibility for the recruitment and hiring of staff.

The professional staff is made up of persons of academic backgrounds in labor economics, sociology, guidance and counseling, psychology, government, law, business administration, and journalism. It is desirable, if possible, to employ persons with a working knowledge of Federal programs and a familiarity with the Federal bureaucracy. It likewise is desirable for staff professionals to have an understanding of the state governmental structure.

As the Office is responsible to the Governor, appointments should not be subject to State Civil Service or Merit Employment Systems. Potential employees may be found in Federal Agencies, Universities, Foundations, Experimental and Demonstration programs and the various State Agencies.

Recommendations:

The Director should serve at the pleasure of the Governor. The Professional Staff, appointed by the Director, should be exempt from State Civil Service and Merit System regulations.

It is highly desirable to recruit persons knowledgeable in Federal and State human resource development fields, and/or those acquainted with the federal and state governmental structure.

## D. Authority to Coordinate Programs

One of the prime objectives of the Manpower Development Council is coordination of human resource development activities. The Council set up a State Manpower Coordinating Committee that had been operating approximately one year before the beginning of the Coordinated Area Manpower Planning System effort. It was therefore logical for the Governor to designate the Council to take charge of and direct the Coordinated Area Manpower Planning System plan when it was initiated in Iowa.

To further enhance and strengthen the Council's coordinating activities, the Governor merged the State Office of Economic Opportunity with the Manpower Development Council, providing additional resources and personnel.

### Recommendation:

Upon the creation of a State Manpower Council (of Office of Human Resources) the Governor should immediately designate that agency to direct the Coordinated Manpower Planning System in that State.

If the State has established an Office of Economic Opportunity, the new unit should, as directed by the Governor, merge operations, establishing coordination of human resource programs as the priority objective of both operations.

E. Funding and A Model Operating Budget

1. While the major source of funds for such an operation will need to come from a State appropriation, other sources of supplemental funds should be considered.

Recommendation:

Placing this unit in charge of Coordinated Area Manpower Planning System makes the Council eligible for funds to employ planning personnel and some supportive staff.

Merging the Council with the State Office of Economic Opportunity makes additional funds available to the total program. If the State is receiving Office of Economic Opportunity Planning funds, these too may be utilized in the overall operation budget.

2. A Model Budget

Considerations

(a) Number of Staff

In the early stages of operation, the Council found that a staff of 15 or more persons was unwieldly, difficult to supervise and direct.

A small, select group (five or six persons) of highly motivated, creative, and versatile professionals is not only most adequate, but also more workable.

In recruiting staff, a new Director should place emphasis on finding talented persons, capable of using vision, and versatile enough to work in more than one area. Programs do not recognize a narrow or restricted field of need--the Director and his staff should also recognize that such flexibility is prerequisite to a successful operation.

(b) Consultants

A small staff can concentrate on immediate problems. Consultants should be used to supplement staff as needs dictate. Therefore, funds should be made available in the budget for consultants to be employed at the discretion of the Director.

(c) Travel

Sufficient funds should be made available for travel, both in and out of the state. Of particular importance to the continued program and mission of the Council is the liaison established with counterpart federal and regional agencies--to be meaningful and effective, this liaison requires personal contact.

In-state travel is just as important. A man on the telephone cannot see the actual difficulties encountered by field personnel 200 miles across the State. Or, if he is to adequately address himself to the problems of a rural community, he must first assess that community in terms of advantages and needs. He can best do this, and be of more value to the over-all operation, if he can be "where the action is," or in some cases, "isn't."

A model budget follows:

| | 12 months |
|---|---|
| I. Personnel | |
| Professional | |
| Director | $ 18,000 |
| 5 Professionals @ $15,000 | 75,000 |
| Clerical | |
| Office Manager-Secretary | 7,000 |
| Bookkeeper | 7,000 |
| 3 Secretaries @ $4,800 | 14,400 |
| Fringe Benefits 10% of total wages | 12,140 |
| Consulting Services | |
| 300 days @ $50.00 per day | 15,000 |
| Total Personnel | $148,540 |
| II. Telephone including Watts Service | $ 18,000 |
| Travel - 36 trips to Washington plus 18 trips to Regional Offices plus instate travel at 10¢ per mile and $13.00 per diem expenses. | $ 12,000 |
| Total Telephone & Travel | $ 30,000 |

Model budget continued.

III. Other

| | |
|---|---|
| Consumable Supplies and Miscellaneous | $ 2,400 |
| Printing | |
| (Including supplies, binding, art work, etc.) | 8,000 |
| Total Other | $ 10,400 |
| Total for One Year's Operation | $188,940 |

## F. Authority of the Chief Executive to Establish Manpower Unit

In Iowa, the Governor, acting on the authority designated to him as Chief Executive by the Constitution of the State of Iowa; Article IV:

> Section 1. The Supreme Executive power of this State shall be vested in a Chief Magistrate, who shall be styled the Governor of the State of Iowa.
>
> Section 8. He shall transact all executive business with the officers of government, civil and military, and may require information in writing from the officers of the executive department upon any subject relating to the duties of their respective offices.

and by the Code of Iowa, Chapter 7:

> Section 9. The governor is authorized to accept for the state, the funds provided by any Act of Congress for the benefit of the state of Iowa, or its political subdivisions, provided there is no agency to accept and administer such funds, and he is authorized to administer the funds until such time as an agency of the state is established for that purpose;

issued an Executive Decree to establish the Manpower Development Council as a unit of the Office of the Governor.

If it is the preference of a Governor to obtain statutory authority prior to establishing a similar unit, he must first submit a proposal to the state legislature for approval.

A model bill has been drawn up for submission to the Iowa General Assembly when it is next in session. A copy of the bill is attached.

# IOWA STATE MANPOWER DEVELOPMENT COUNCIL

An Act to create an Office of Human Resources in the Office of the Governor and to make an appropriation therefor.

# A BILL FOR

An Act to create an Office of Human Resources in the Office of the Governor and to make an appropriation therefor.

Be it Enacted by the General Assembly of the State of Iowa:

Section 1. The General Assembly hereby recognizes the human resources of Iowa as the State's most valuable resources, and declares that it shall be the policy of the State of Iowa to foster the conservation, development and utilization of its human resources to the fullest extent possible.

Section 2. To assist the governor in translating this policy goal into a comprehensive human resources program attuned to the needs of Iowa's citizens, there is established an Office of Human Resources, to be administratively located in the Office of the Governor.

Section 3. To achieve a comprehensive human resources program for the state, the Office of Human Resources shall:

a. Identify gaps, needs, overlapping and duplication of existing efforts and provide guidance and direction to the several state agencies and departments responsible for planning, developing and implementing human resources programs to assure a coordinated state effort in achieving a comprehensive human resources program;

b. Maintain close liaison with federal efforts in the area of human resources to insure appropriate state participation in such programs as may be advantageously utilized; and

c. Enter into contracts and accept grants for the administration of experimental, demonstration, pilot and research projects as may contribute to the strengthening and refinement of the state's comprehensive human resources program.

Section 4. The Office of Human Resources shall be headed by a director who shall be appointed by, and serve at the pleasure of, the Governor.

Section 5. In addition to regular staff of the Office of Human Resources, the director is authorized to utilize:

a. Consultants as may be necessary and advantageous;

b. Personnel of other state agencies for such limited periods of time as may meet with the approval of the Governor; and

c. Personnel of the government of the United States to the extent permitted by law.

Section 6. There is hereby appropriated from the general fund of the state to the Office of the Governor for the Office of Human Resources for each year of the biennium, the sum of $188,940.00, or so much thereof as may be necessary to be used in the following manner:

| | |
|---|---|
| For salaries | $133,540 |
| For consultants | 15,000 |
| For support, maintenance and miscellaneous purposes | 40,400 |
| Grand total of all appropriations for all purposes for first year of biennium. | $188,940 |